

1961

## Comprehensive City Plan, Fernandina Beach, Florida, 1961, Volume Two

George W. Simons Jr.

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**COMPREHENSIVE  
CITY PLAN  
FERNANDINA BEACH, FLORIDA**

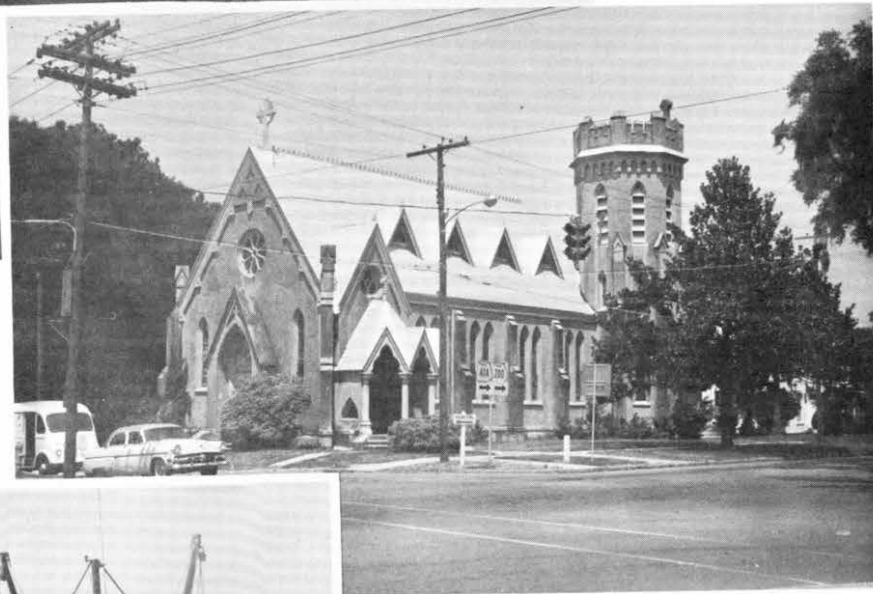
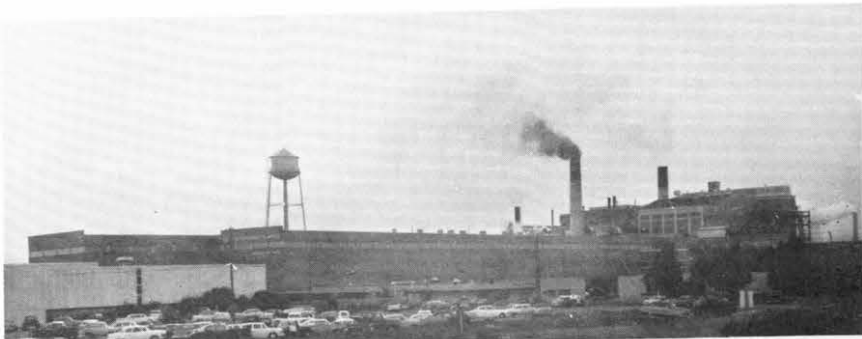
**1961**

**VOLUME TWO**

**CENTRAL BUSINESS DISTRICT  
PARKING**

**COMMUNITY FACILITIES PLAN  
NEIGHBORHOODS AND AREA TREATMENT  
ZONING AND SUBDIVISIONS  
LONG RANGE CAPITAL IMPROVEMENTS  
PLANNING PROCEDURE  
AESTHETIC CONTROL**

# FERNANDINA BEACH



THE CITY OF

INDUSTRY — CULTURE AND RECREATION

COMPREHENSIVE  
CITY PLAN  
FERNANDINA BEACH, FLORIDA  
1961

City Commission

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E. J. Johnson, Jr.

T. H. Goolsby

E. J. Smith

John Tiliakos

Russell H. Nahm - City Manager

Members Planning Commission

Harold Belcher, Chairman

C. Lamar Perdue

Robert Ferreira

Ralph Kear

L. L. Bohannon

Prepared by  
George W. Simons, Jr.  
Planning Consultant  
Jacksonville, Florida

For and under General Direction of the Florida Development Commission and in collaboration with the Advisory Planning Board of Fernandina Beach, Florida.

The preparation of this report was financed in part through an Urban Planning Grant from the Housing and Home Finance Agency, under the provisions of Section 701 of the Housing Act of 1954, as amended.



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## CHAPTER I

### THE CENTRAL BUSINESS DISTRICT

"The process of constant and unchecked decentralization and land speculation, is a real menace to all our cities and to the stability of civic values.....To put an end to this unplanned decentralization process we must reverse the trend, establishing what we may call a process of recentralization."

From: "The Heart of the City"

The Central Business District is frequently referred to as the heart of the American city; it is the site of the greatest concentration of offices, personal service and retail establishments, and of the city's highest land values. It is the chief focus of pedestrian and automobile traffic. Economically, the Central Business District is one of the most important parts of the city structure because it is the trading, servicing and governmental center and the daily work shop of a considerable labor force. It is also a substantial source of tax revenue.

In recent years, as the urban areas of cities expanded and the supermarket and shopping center came into being with their spacious parking areas and other attractive features, an increasing interest is being directed to the Central Business District - its status and future function. The changing marketing habits of the consumer coupled with the ready availability of free parking at decentralized areas, is stimulating owners of centrally located properties and city officials to consider seriously measures to preserve the value and prestige of the Central Business District. Owners are apprehensive over increased vacancies and reduced rents, and officials are observant of declining tax revenues.

# ATLANTIC AVENUE



THE STREET OF THE OLD  
AND THE NEW



The crisis faced by many Central Business Districts has resulted in the organization of Central Business District Councils comprised of property owners affected and others. These organizations are diligently studying the problem confronting them, seeking ways and means to improve and stabilize the Central Business District, and at the same time, enhance its attractiveness. From studies of these groups various ideas and plans have emerged to the benefit of owner and city. Groups have encouraged face lifting, modernization, sales ideas to attract customers.

The Central Business District should be maintained as the vibrant heart of the city - the place of commanding prestige and center of economic life. Its image should reflect the civic spirit of the people. This is particularly true in Fernandina Beach at this time when the seeds of decentralization have not yet been sown.

#### THE CENTRAL BUSINESS DISTRICT OF FERNANDINA BEACH

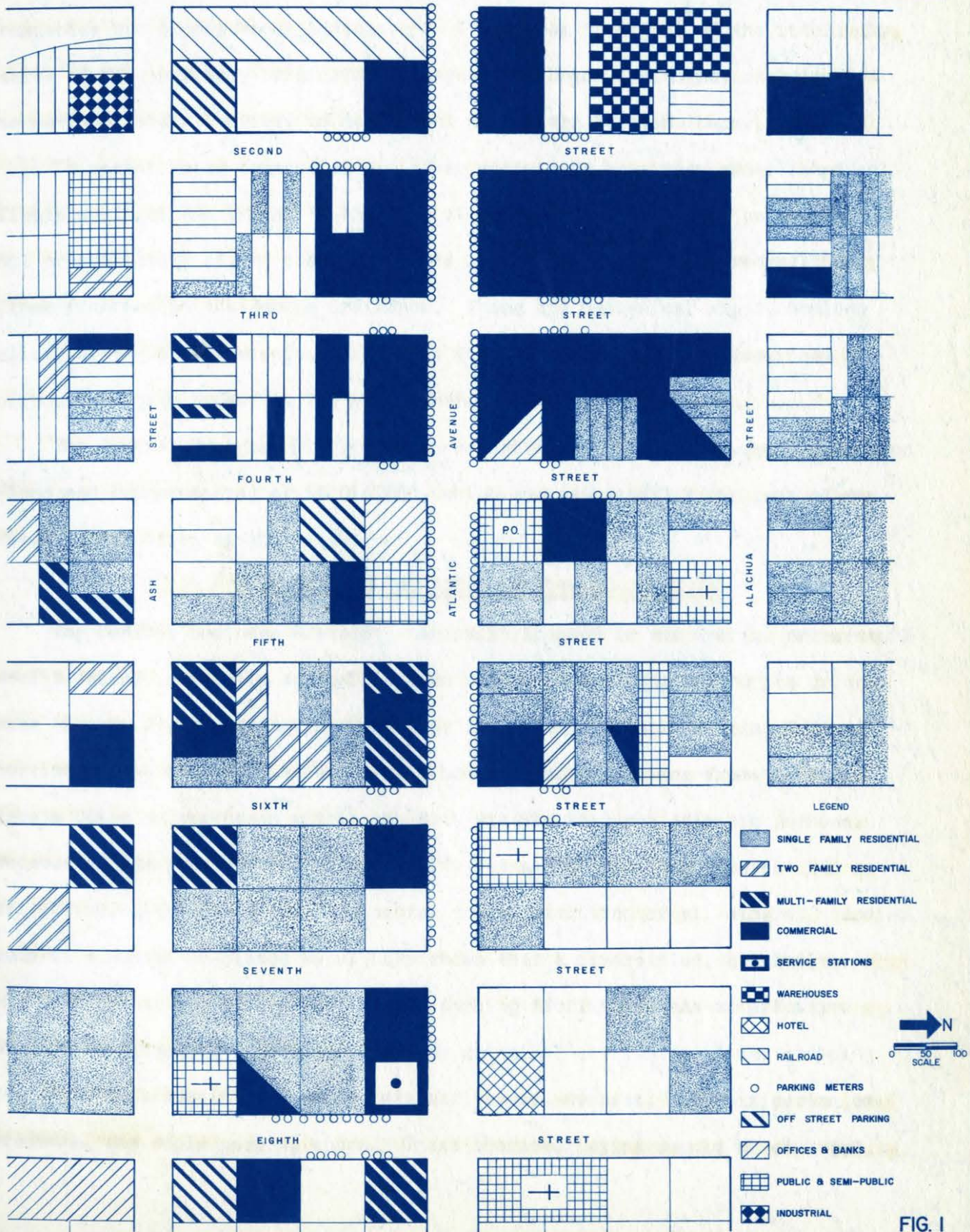
The Central Business District of Fernandina Beach of some 42 acres can be defined as that area west of Eighth Street lying between Alachua Street on the north and Ash Street on the south (Figure 1). The principal concentration of businesses and services however is found along Atlantic Avenue between Second and Fourth Streets, which could be called the core of the district. With the exception of the Florida National Bank building, the Waas Drug Store building, the annex to the Court House, and two or three other buildings, there has been little new construction within the Central Business District in many years. Most of the structures along Atlantic Avenue date from the early part of the century and some prior thereto, 1878 and 1884.

The businesses located along Atlantic Avenue are of the kind to serve local consumer needs primarily, i.e. general merchandise, hardware, dry goods, variety,



# EXISTING LAND USES CENTRAL BUSINESS DISTRICT

PAGE 3





restaurants, drug stores, appliance stores, service stations, banks, finance companies and professional offices. In 1958, less than half of the retail sales of Nassau County originated in Fernandina Beach, which may explain why no national chain, variety or department stores are located there.

In recent years commercial and other activities have been established on Eighth south of Ash Street to the city limits. These businesses are varied but predominately of the class that fits into the C-2 General Commercial Classification in the Zoning Ordinance. These are mechanical shops, bowling alley, drive-in restaurants, as well as furniture stores and professional offices. Eighth Street is the major entrance from the south.

The Central Business District as here defined had a 1960 Assessed Valuation (land and improvements) of \$1,016,650, which approximated 3.7 per cent of the Assessed Valuation of the city.

#### LOCATION AND ACCESSIBILITY

The Central Business District, centrally located in the traffic pattern of Amelia Island is readily accessible from all parts of the city and its urban area (Figure 2). By travel distance, it is not more than  $1\frac{3}{4}$  miles from any portion of the developed area. It is, however, about 5 miles from the most remote point on the ocean within the city via Fletcher and Atlantic Avenues. Because of its location and accessibility, it should be rehabilitated into an attractive, diversified shopping center to the exclusion of all others. Studies made at a number of places by us have shown that a diversified, attractive shopping center supplied with adequate parking facilities, has an effective area of influence of  $1\frac{1}{2}$  to 2 miles. The principal attributes of the shopping center in this fastidious era are attractiveness, newness, diversification of products, and ample parking space. These characteristics should be emulated



# CENTRAL BUSINESS DISTRICT

IN RELATION TO  
HIGHWAYS AND DEVELOPMENT AREAS  
FERNANDINA BEACH, FLORIDA



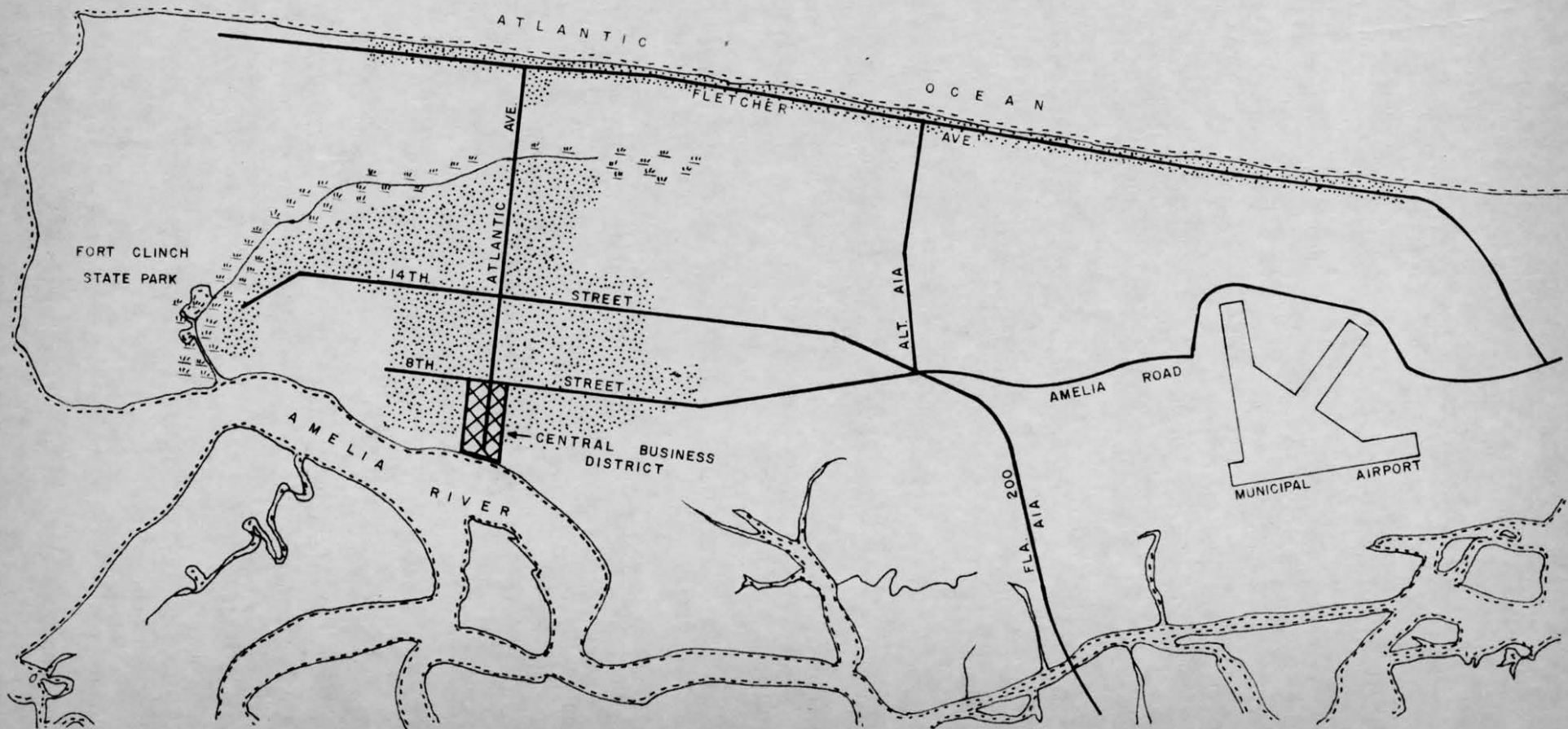
SCALE  
1" = 4300'



DEVELOPMENT AREAS



CENTRAL BUSINESS DISTRICT



by the Central Business District.

#### PARKING FACILITIES

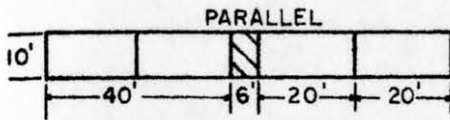
The parking problem currently is neither acute nor serious when judged by the parking meter time limits. Between First and Eighth Streets on Atlantic Avenue there are 167 meters for diagonal parking, of which 22 (13.2 per cent) are 4 hour meters and 133 (80.0 per cent) permit 2 hour parking. The remainder in front of the bank and around the Post Office corner are 24 minute meters. On cross streets (Second, Fourth, Sixth and Eighth) extending from the respective corners on Atlantic Avenue there are 78 additional meters of which 41 (52.5 per cent) permit 4 hour parking, 34 (43.5 per cent) 2 hour and the remainder, 24 minutes. These 245 meters (Figure 1) serve the Central Business District. The fact that 2 and 4 hour meters are located in critical sections of Atlantic Avenue does not indicate a serious situation. A 4 hour space will permit legally a turn over of about 2 cars per day and a 2 hour space, 4 cars per day. The annual revenues from parking meters have increased from \$7,520 in 1954 to approximately \$8,500 in 1960.

In addition to the metered curb side spaces, there are approximately 15,000 feet of unmetered curb side space on cross streets and on Alachua and Ash Streets that can accommodate 700 automobiles parallel parked. These spaces are not too far removed from the central trading area.

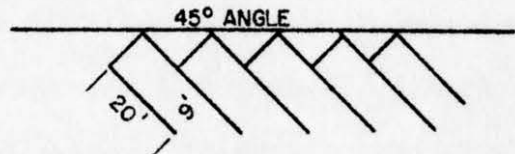
Off-street parking is limited so far to the central area. The Florida National Bank, the Winn Dixie store on Eighth Street, and the Setzer store, have provided off-street customer lots. There are also several smaller lots adjacent to and utilized by offices and stores.

# DIMENSIONS AND ARRANGEMENT OF STALLS FOR AUTOMOBILE PARKING

## CURB PARKING SHORT TIME PARKING WITH MAXIMUM CONVENIENCE

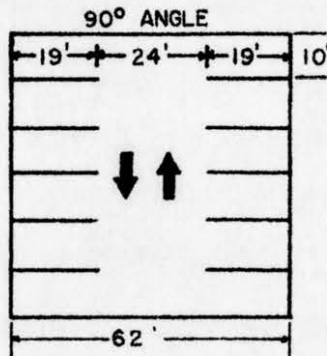


ADAPTABLE TO BUSINESS STREETS  
WITH CONSIDERABLE TRAFFIC

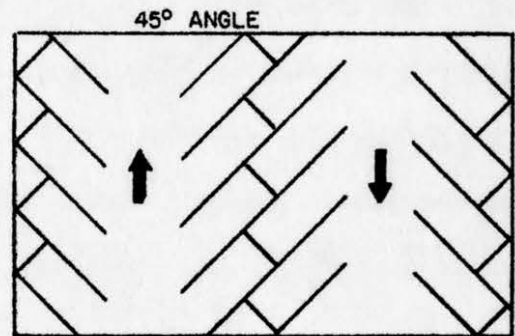


ADAPTABLE TO BUSINESS STREETS WITH  
LIGHT TRAFFIC

## OFF-STREET LOTS - SHORT AND LONG TIME PARKING ELIMINATING STREET CONGESTION AND PROVIDING MORE FACILITIES

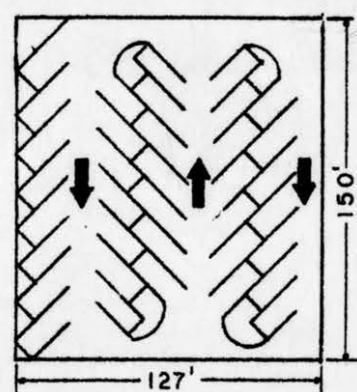
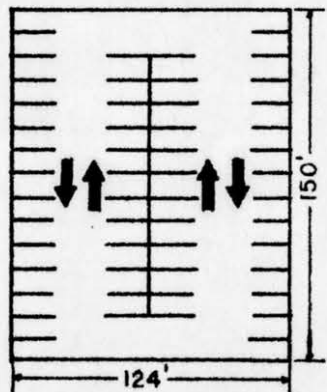


MOST ECONOMICAL OF SPACE, PROVIDING  
TWO WAY CIRCULATING AISLES



MORE CONVENIENT BUT LESS ECONOMICAL  
OF SPACE, ONE WAY CIRCULATING AISLES

## SUGGESTIONS FOR LAYING OUT AN AREA APPROXIMATELY 124'X150' FOR PARKING LOT



### FUTURE PROVISIONS FOR PARKING

The necessity for additional parking facilities and a reduction of the metered parking time intervals to increase turn-over will depend on population growth, the improvement or rehabilitation of the central area and the probable establishment of a shopping center at some other location.

The inevitable population increase and improved economy of the Amelia and Talbot Island region will stimulate and enhance the business and commercial potential generally - more stores and more services. Tourism in particular, aggressively promoted, will bring in such new businesses as specialty shops, motels, restaurants and amusements.

The rehabilitation of the Central Business District into something more attractive and appealing will draw many people into it to shop, who now go to Jacksonville. The Central Business District could readily be transformed into a regional shopping center.

It is reasonable to anticipate populations of 10,000 and 15,000 persons in Fernandina Beach in ten and twenty years respectively. In this period of growth the popularity of the beach with its improved facilities, will appeal to an increasing number of people in the tributary region, and the need for more and varied businesses will arise. In this time, if the Central Business District as now constituted is unable to care for the enlarged demand for goods and services, new centers will develop to the disadvantage of the old. It, therefore, behooves the owners of property and the authorities likewise to do everything within their powers to build prestige and stability into the Central Business District so that it will remain the principal drawing power of the area.



### FUTURE PROJECTION

Recently the nation was informed that the main commercial street of Kalamazoo, Michigan had been converted into a pedestrian mall (See American City, December 1960). Where automobiles and trucks once rolled, grass, shrubs and flowers had been planted and benches and fountains contributed to the joy of the shopper. It is now possible to shop in a parklike atmosphere free from the hazards and noises of moving traffic.

Within the past year, the City of Miami Beach with the cooperation and assistance of abutting property owners converted their famous Lincoln Road into a pedestrian mall and parkway. Where once pedestrian movement was limited to the sidewalk, it is now free to range over the mall in an environment of attractiveness and beauty (See American City, August 1961). Elsewhere in this country and in Europe the pedestrian mall is popular. The basic mall idea that attracts people to the shopping center is now being adopted by central business districts to attract more and more customers into them. Currently such major cities as Chicago, Philadelphia, Baltimore, San Diego and Honolulu are in the process of converting large central areas into pedestrian malls as means of retaining value and restoring prestige and attractiveness to their Central Business Districts. Small cities as well as large, can also use the mall idea advantageously.

Figures 3 and 4 illustrate how the Central Business District of Fernandina Beach could be transformed into an attractive park-like area with ample room for commercial expansion and automobile parking.

The plan shown in Figure 3 transforms Third and Fifth Streets in parkways free of traffic, thereby creating two super blocks. The blocks between 2nd and 4th Streets would be the more intensively developed commercial areas. At

# MIAMI BEACH-LINCOLN ROAD MALL



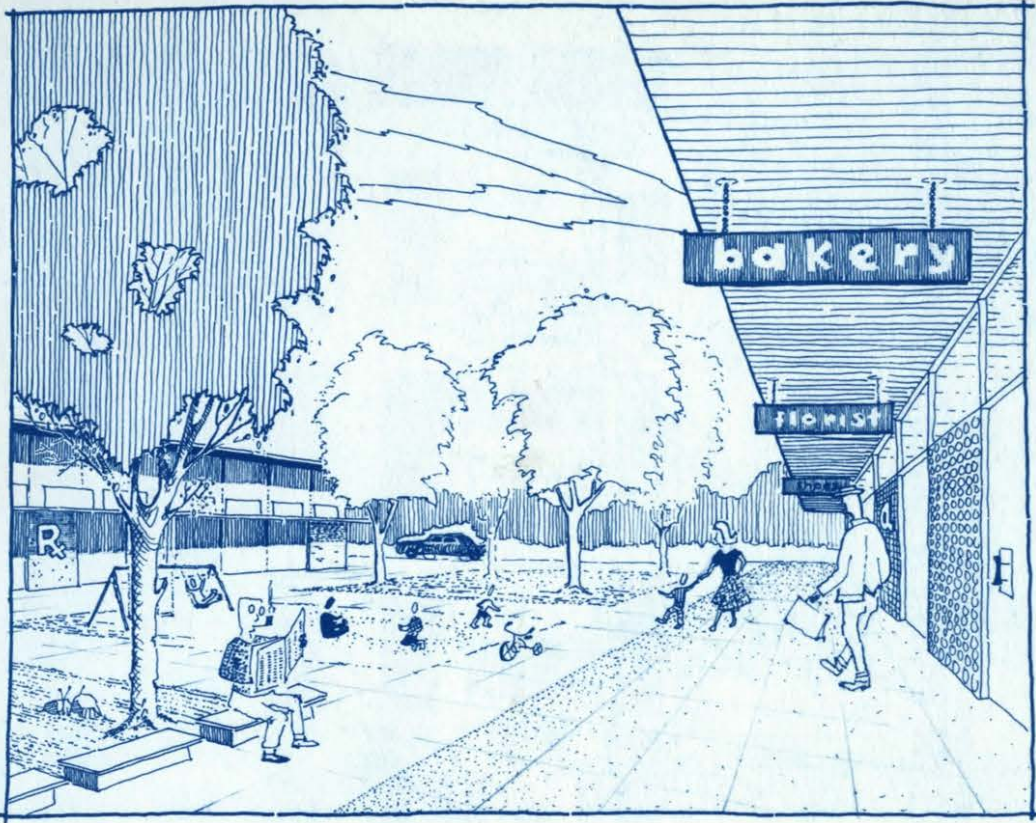
**A BUSY BUSINESS STREET  
CONVERTED INTO PEDESTRIAN  
MALL.  
NOTE LANDSCAPING**

**FOUNTAINS AND EXOTIC  
ARCHITECTURAL FEATURES  
CONTRIBUTE TO BEAUTY**



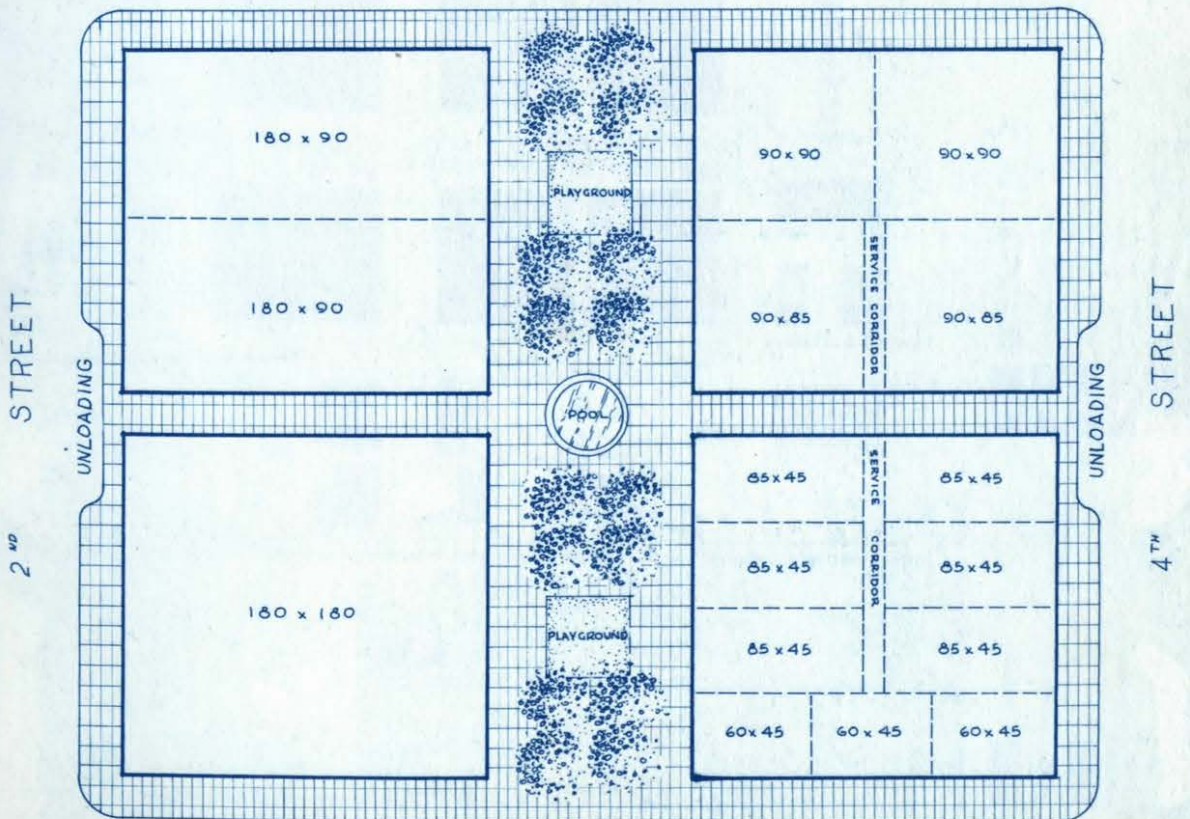
**THE ATTRACTIVENESS AND  
FUNCTIONALISM ATTRACTS  
CUSTOMERS**





VIEW OF PEDESTRIAN AREA

ATLANTIC AVENUE

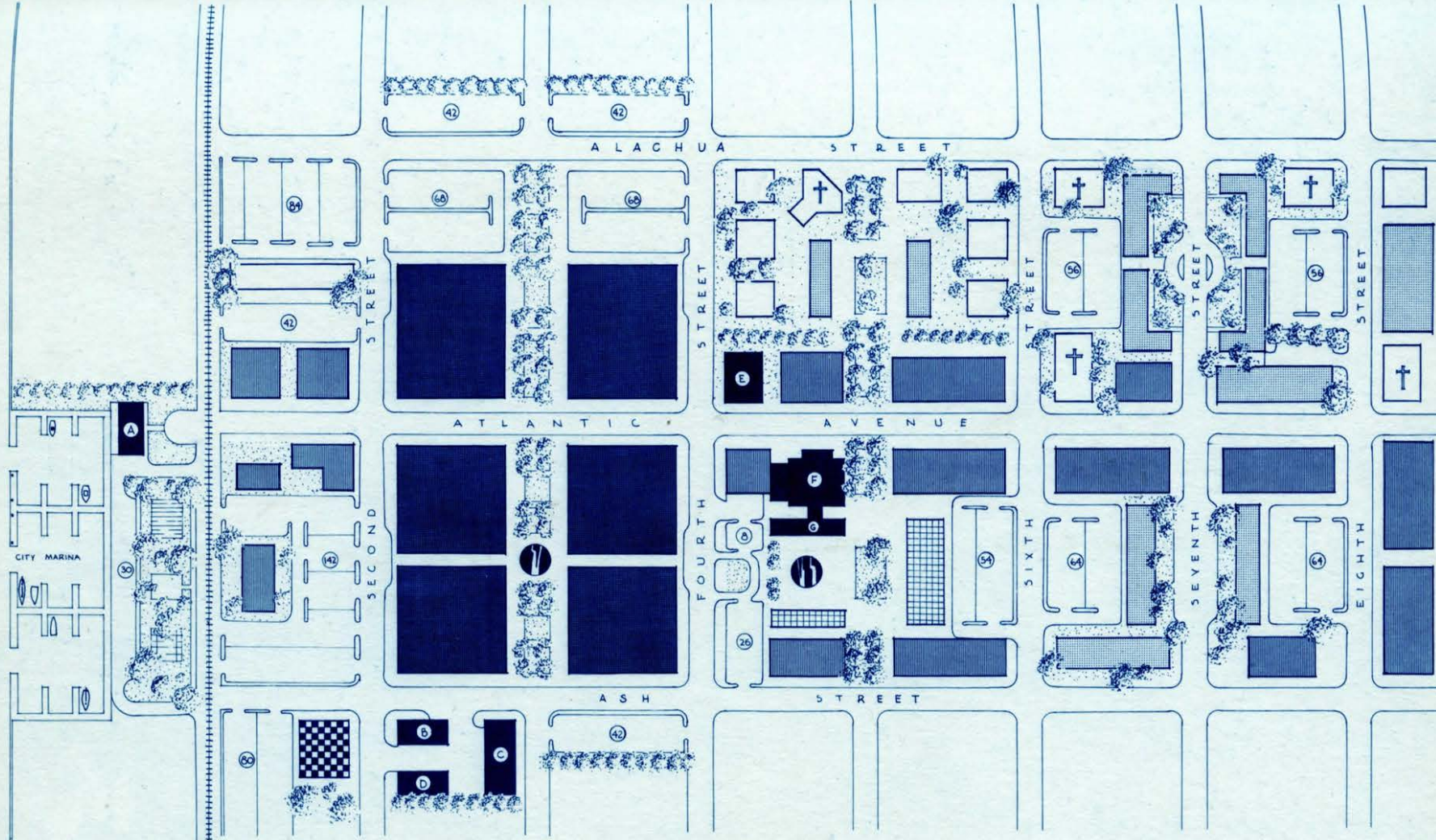


**REDEVELOPED COMMERCIAL PLAZA**

SHOWING A FEW POSSIBLE STORE ARRANGEMENTS

G. W. SIMONS JR.





# LEGEND OF BUILDING USES

-  COMMERCIAL
-  OFFICES
-  COMMERCIAL WITH OFFICES ABOVE
-  APARTMENTS OR HOTELS
-  SINGLE FAMILY RESIDENCE
-  INDUSTRIAL

39  
NUMBER OF CARS  
PER PARKING LOT.

-  CHAMBER OF COMMERCE & TOURIST CENTER
-  EXISTING CITY HALL
-  FUTURE CITY HALL ADDITION\* (JAIL)
-  FUTURE CITY MAINTENANCE GARAGE
-  EXISTING FEDERAL BUILDING (POST OFFICE)
-  EXISTING COUNTY COURT HOUSE
-  FUTURE COURT HOUSE ADDITION

## CENTRAL BUSINESS DISTRICT MASTER PLAN

FERNANDINA BEACH

FLORIDA

GEORGE W. SIMONS, JR. PLANNING CONSULTANT





the Atlantic Avenue extremity a Marina and park would be developed to catch the Intra-coastal Waterway traffic. The conversion of Fifth Street into a mall would provide the Court House with a better setting and provide attractive sites for law offices or clinics. Throughout the district there are provisions for commercial expansion in a parklike environment.

Although the plan of development suggested in Figure 3 applies the mall idea to two cross town streets, the same idea could be applied instead to Atlantic Avenue. Atlantic Avenue converted to a pedestrian mall from 5th Street to the river with provisions for open cross streets would be an outstanding objective and achievement.

In this proposed plan the idea of the shopping center mall has been adopted. To it would come a diversification of enterprise which once established would discourage the establishment of a shopping center elsewhere in the region. It is a plan that merits much thought.

To the unimaginative this proposed plan will be something to look at only. It will be unrealistic. The unimaginative will say that Fernandina Beach has been served many years by the present Central Business District. It can go right along with the job. They fail to comprehend that a city progresses and grows even after the present generations are no longer here. And too, they fail to realize that change is the order of the day and unless the city keeps abreast of universally accepted practices, it will slide backwards. On close examination the plan proposes nothing too expensive of accomplishment. The streets to be converted into parkways belong to the city; their conversion requires only the substitution of parkways for pavement. No great amount of new construction is involved. Secondly, the buildings within the area can be remodelled or rehabilitated by the owners. Some lands for additional parking

space may have to be purchased by the city.

To delve into the possibilities the plan offers and to study further its various requirements, a committee of Central Business District property owners should be organized assisted by a committee of tenants. This group could analyze the various aspects of the problem with the aid of architects and engineers. Certainly a start of this kind is advised.

## CHAPTER II

### COMMUNITY FACILITIES

Community growth and expansion require a variety of public and semi-public facilities to satisfy the minimum needs of the population - water supply, sewerage and sewage disposal, buildings for the administration of government and for the protection of persons and property, library service, schools, parks and playgrounds and churches.

When the community was small and compactly settled, its comparatively few needs were readily provided. With expansion and growth and the rise of a more fastidious and affluent people, however, the facility needs multiplied and became more complex and expensive.

As the city now faces the future to progress through the sixties and into the seventies, many new and varied facilities will be required and many of the older ones must be enlarged or replaced. This is especially true of sewerage, sewage disposal, drainage and schools. Although schools are an obligation of the county, the city is interested in site location and its adequacy as it relates to anticipated city growth, population distribution and neighborhood characteristics. There will be also a continuing need for playground sites and other recreational facilities commensurate with the population growth and characteristics.

### EXISTING FACILITIES

SEWERAGE: Sewerage and sewage treatment and water supply are among the most essential community facilities. That area lying west of 11th Street to the river between Dade Street on the north and Hickory Street on the south, and that area between Broome and Beach Streets east of 13th Street to Egan's Creek is now served by sewerage.

A primary sewage treatment plant is located just east of the Rayonier plant, between Indigo and Kelp Streets. This plant was installed in 1955 and has a capacity of 3 million gallons per day. From the treatment plant an effluent outfall extends into the Amelia River. Preliminary engineering studies have been made for extension of and additions to the sewerage system. Four major areas are under consideration; namely, (1) The Forest Hill section, (2) the southwest area of the city, (3) North Fletcher Avenue section and (4) the continuation of South Fletcher Avenue line from Sadler Road to the city limits. These additions when realized will serve at least ninety per cent of the currently built up areas of the city.

The comprehensive plan for sewerage should be broad enough in scope and design to facilitate extensions into areas now undeveloped and vacant and now outside the present corporate area.

WATER SUPPLY: The water supply and electric utilities serving Fernandina Beach are owned and operated by the Florida Public Utilities Company. Water is derived from 6 wells drilled to a depth of 1100-1200 feet. Currently there are some 2300 services consuming a daily average of 750,000 gallons, including water for fire protection and other public purposes. During the summer months the peak consumption is experienced. On July 31, 1961, when the temperature ascended to 99 degrees, for instance, the pumpage of water reached a record of 1,840,000 gallons. The average daily consumption of water has increased from 146 gallons per capita in 1950 to 193 gallons per capita in 1960.

The Florida Public Utilities Company is constantly evaluating requirements for additional supply and extensions commensurate with growth and demand.



PARKS AND RECREATION: Geography and nature have blessed Fernandina Beach.

Few cities, large or small, are supplied with such a diversification of readily accessible recreation areas. (Table 1). To the east is one of the most popular beaches in the United States for surf bathing, horse back riding, and other beach sports. The water of the ocean and that off the jetties is superb for fishing. The Amelia River on the west with its meandering courses and coves is ideal for boating and fishing. Fort Clinch State Park, adjacent to the city on the north, with its tropical winding roads and paths, camp and picnic areas, museum and old fort is one of the nation's great historical attractions. These are all the resultants of nature and geography.

Within the corporate area, the city has established two Recreation Centers with swimming pools and other facilities, one located on East Atlantic Avenue and the second on 12th Street between Elm and Fig Streets. Tennis courts, athletic fields have also been provided in the centrally located City Park. A new 18 hole golf course has been constructed in the south part of the city. The various schools also have large play and recreation areas attached to them.

PUBLIC BUILDINGS AND FACILITIES: The City Hall and Central Fire Station located at the southeast corner of Ash and Second Streets has been modernized and improved. Adjacent to the City Hall is a city truck and equipment storage yard. The Nassau County Court House erected in 1891 and located on Atlantic Avenue has recently been provided with an annex. Also on Atlantic Avenue is the Federal Building including Post Office. This is one of the most stately, durable structures in the city, built primarily to house the customs officials in the days of more active port activity. The Amelia Light is a federal structure.

TABLE IINVENTORY OF RECREATION AND PARK FACILITIES  
FERNANDINA BEACH, FLORIDACITY PARK, ATLANTIC AVENUE, BETWEEN 11th and 14th STREETS 20 Acres

1. Playground equipment (assorted)
2. Two lighted tennis courts
3. One basketball court
4. One lighted baseball diamond
5. Bleachers
6. Softball diamond

RECREATION CENTER - ATLANTIC AVENUE 7.5 Acres

1. Swimming pool with dressing rooms - wading pool
2. Indoor space for meetings, dances, youth activities
3. Municipal Auditorium seating 700 persons
4. Parking space

RECREATION CENTER - ELM AND 13th STREETS 4.1 Acres

1. Swimming pool with dressing rooms
2. One tennis court lighted
3. Playground equipment
4. Baseball diamond

JUNIOR HIGH SCHOOL SITE 20 Acres

1. Football practice grounds
2. Playground equipment

HIGH SCHOOL 18.0 Acres

1. Baseball diamond and football field
2. Tennis courts

PEEK HIGH SCHOOL (colored)

1. Basketball courts

EGANS CREEK PARK 1.9 Acres



SCHOOLS: There are three school plants currently serving the needs of Fernandina Beach; one Senior High School built in 1957, one Junior High School and Elementary Plant, and one Elementary-High School for non-white pupils. These plants are conveniently located and easily accessible to their patrons. (Figure 5).

The foregoing inventory clearly demonstrates that Fernandina Beach has done an admirable job in providing generously for the various needs of its citizens and too, for those of the thousands of visitors who come into its midst annually. Now, the needs of the future will be considered.

The general Land Use Plan shown as Figure 6, page 32 of Volume 1 defines in a very broad way the form that the city should take in 1975 or thereabouts. The locations indicated for the various facilities are only relative, not specific. This also holds true for Figure 3<sup>5</sup> herein - a map showing Community Facilities and projections thereof.

#### PARKS AND PLAYGROUNDS

"Leisure is a shaper of civilization. Most of man's time has, of course, been spent at work. But leisure has had an impact on society throughout history far beyond the scant hours that man has been able to devote to it. Leisure time is now increasing dramatically. It will be occupying so much more of our time that its impact will be unprecedented. New problems and challenges are being raised, and one of the greatest of these is the need to provide enhanced opportunities for constructive, satisfying recreation, especially out door recreation."

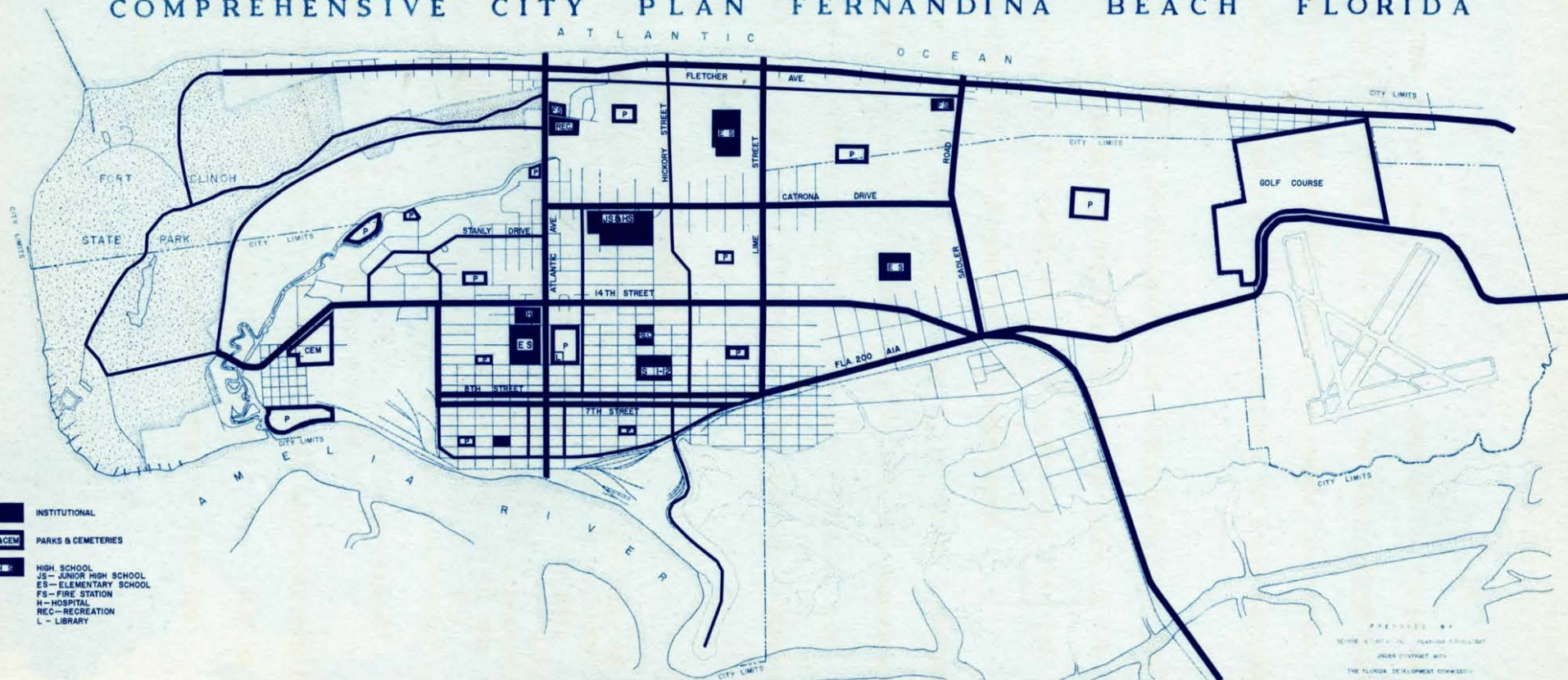
From: "The Dynamics of Park Demand"  
By: Marion Clawson

In an area accessible to such a variety of recreational opportunities it may seem useless to emphasize the need for more of such facilities. But in the pattern of growth and development to follow, provisions must be made for additional facilities of various kinds.

# COMPREHENSIVE CITY PLAN FERNANDINA BEACH FLORIDA

A T L A N T I C

O C E A N



## COMMUNITY FACILITIES

FIG. 5

1" = 1/2 MILE



PREPARED BY  
 GEORGE W. STANTON, PLANNING CONSULTANT  
 UNDER CONTRACT WITH  
 THE FLORIDA DEVELOPMENT COMMISSION  
 THE INFORMATION ON THIS MAP WAS FURNISHED IN PART THROUGH A  
 SPECIAL PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY  
 UNDER THE AUTHORITY OF SECTION 701 OF THE HOUSING ACT OF 1954, AS  
 AMENDED



## PARKS AND RECREATION PLAN

The general scheme for parks and playgrounds and other recreational facilities is predicated in a large degree upon the neighborhood pattern of city growth and the specific requirements of the various age groups. Standards used for area requirements and types of facilities are those of the National Recreation Association.

### NEIGHBORHOOD PLAYGROUND

Within every residential neighborhood there should be a Neighborhood Playground located so that no child would be obliged to walk more than one-fourth mile in a densely populated section and not more than one-half mile under the most favorable conditions. The size of the playground would depend on the population tributary to it. For a neighborhood of 2,000 persons it should approximate 3.25 acres; for 4,000 persons it should not be less than 5.00 acres and for 5,000 persons, at least 6.0 acres.

The Neighborhood Playground can readily be a part of a Neighborhood Park designed with planted areas, trees and other decorative features. It is a facility however provided principally for the use of children in the age group, 6 - 15 years. The type of service rendered is shown in Figure 4.

The Neighborhood Playground can also be coordinated with the recreation facilities of the school system and in certain cases these facilities might be used as a Neighborhood Playground. Whenever the latter plan is followed, however, there must be a rigid agreement between the city and the school authorities as to the scope of each ones jurisdiction and responsibility.

Ultimately, with a population of 15,000 persons the number of Neighborhood Playgrounds and their distribution is shown in Figure 5.

### PLAYFIELDS

Neighborhood Playgrounds should be supplemented by Playfields for the use of teen-age groups and adults. There should be one Playfield for every 20,000 of the population. The facilities located in the City Park will serve as a Playfield for a considerable time but when the city becomes more densely settled, a more remote site may be desirable. An Athletic Field with track, baseball diamonds, football field, gymnasium and grandstand could be developed



## NEIGHBORHOOD PLAYLOT

AN AREA INTENDED FOR ACTIVE RECREATION FOR PRE-SCHOOL CHILDREN. ITS MAJOR USE IS AS A SUBSTITUTE FOR BACK YARDS WHERE PLAY OPPORTUNITIES ARE RARELY AVAILABLE, SUCH AS IN CONGESTED DISTRICTS AND IN THE APARTMENT DEVELOPMENTS.

THE SIZE OF A PLAYLOT SHOULD BE ABOUT 1,500 TO 5,000 SQUARE FEET. ABOUT THE SIZE OF AN AVERAGE SINGLE FAMILY RESIDENTIAL LOT.

A PLAYLOT SHOULD BE LOCATED ONE TO EACH BLOCK IN CONGESTED AREAS - ONE FOR EVERY 300-700 PEOPLE.



LARGER HOME GROUNDS  
NEARBY CHILDRENS NURSERIES  
PLAYLOTS

## NEIGHBORHOOD PLAYGROUND

AN AREA FOR ACTIVE RECREATION FOR CHILDREN 5 TO 15 YEARS OLD. IT MAY, IN ADDITION, PROVIDE A SMALL AREA FOR THE EXCLUSIVE USE OF PRE-SCHOOL CHILDREN, AND FACILITIES WHICH MAY BE USED UNDER CERTAIN CONDITIONS BY YOUNG PEOPLE AND ADULTS.

THE SIZE OF A PLAYGROUND SHOULD BE 3 TO 7 ACRES. THE SITE SHOULD NOT BE LOCATED ALONG HEAVILY-TRAVELED STREETS OR RAILROADS. CHILDREN SHOULD BE ABLE TO REACH THE SITE WITHOUT BEING EXPOSED TO ANY SPECIAL HAZARDS.

CHILDREN SHOULD NOT BE EXPECTED TO WALK MORE THAN 1/2 MILE TO REACH A PLAYGROUND.



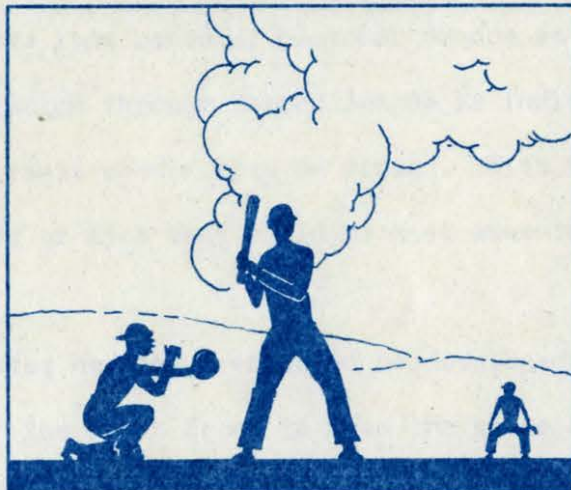
PLAY AREAS IN PARKS  
SWIMMING POOLS  
HOME GROUNDS  
ZOOS  
BOY & GIRL SCOUT CAMPS  
SCHOOL PLAYGROUNDS  
PLAYGROUNDS FOR ATHLETICS  
COMMUNITY CENTERS  
OUTLYING NATURALISTIC PARKS  
MUSEUMS

## NEIGHBORHOOD PLAYFIELD

AN AREA FOR ACTIVE ORGANIZED PLAY FOR OLDER CHILDREN AND ADULTS, AGES 15 AND OVER. A SMALL SECTION SHOULD BE DEVELOPED AS A CHILDRENS PLAY AREA.

THE SIZE OF A PLAYFIELD SHOULD BE 10 TO 30 ACRES.

PLAYFIELDS SHOULD BE LOCATED WITHIN 1/2 TO 1 MILE WALKING DISTANCE FROM EVERY HOME.



## NEIGHBORHOOD PARK

AN AREA FOR PASSIVE RECREATION FOR ALL AGES. A RELATIVELY SMALL NEIGHBORHOOD PARK AREA AND PRIMARILY INTENDED TO PROVIDE AN ATTRACTIVE NEIGHBORHOOD SETTING AND TO AFFORD A PLACE FOR QUIET, PASSIVE RECREATION.



SCENIC DRIVES  
PLAYFIELDS  
SWIMMING POOLS  
NEIGHBORHOOD PARKS  
COMMUNITY CENTERS  
LARGE PARKS  
RESERVATIONS - FOREST PRESERVES  
MUSEUMS & ZOOS  
FISHING & BOATING  
BRIDLE & NATURE TRAILS



advantageously in the area south of the present corporate limits or in the vicinity of the golf course, however, in no event should a Playfield be less than 20 acres in area.

### PARKS

The City Park, Fort Clinch State Park and the beach area would seem to supply Fernandina Beach with all its park needs for a long time, but not withstanding some additional park areas will be desirable.

### OCEAN FRONT PARKS

No where in the beach area is there a park-like oasis to which people can retire to merely relax, rest and meditate. Such a place should be established in the vicinity of Atlantic and Fletcher Avenues where the city owns a considerable area of land. One parcel of land lies between Fletcher Avenue and the beach and two parcels lie west of Fletcher Avenue. To consolidate the three land parcels, Fletcher Avenue as now constituted should be closed and routed through Tarpon Avenue as indicated in Figure 6. Dolphin and Pompano Streets should also be closed. With these changes the city would have an area of land that could be most advantageously developed for the public good.

Figure 6 illustrates how the area could be developed. A bulkhead should be installed on the ocean front to even the shore line. In the vicinity of Atlantic Avenue and the ocean front a casino designed in modern taste should be erected, the first floor to be occupied by a high class restaurant with glass front overlooking the beach and ocean. On the second floor a spacious multiple purpose hall should be constructed. This could be leased for dancing parties, banquets and conventions. It should not, however, be a public dance hall. There would be no concessions or games within the casino to detract from its dignity as a community project. Immediately outside the casino, but not connected therewith, an accessory structure could be erected to provide bath house facilities.



# PROPOSED BEACH PARK

FERNANDINA BEACH, FLORIDA  
1961

PREPARED BY  
G. W. SIMONS JR  
PLANNING CONSULTANT

TENNIS

COURTS

NOT INCLUDED

PARKING

RELOCATION OF FLETCHER AVE.

NOT INCLUDED

FLOWERS

PARKING

GOLF

KIDDIES  
PLAY GROUND

5

PARKING

PICNIC AREA

BEACH

- 1 RESTAURANT
- 2 PAVILION
- 3 SHUFFLE BOARD
- 4 SHELTERS
- 5 OUTDOOR THEATRE

ATLANTIC

OCEAN



SCALE  
1" = 100'



Along the ocean front bulkhead a walk would be installed, adjacent to which and facing the ocean a number of shelters comparable to those now in use. Some of these shelters should have enough floor space to accommodate parties desiring to play dominoes, checkers or cards.

Back from the ocean along the north side a few ovens could be installed with tables for picnic parties, similar to those installed by the State Road Department at roadside parks.

In the front half several shuffle board courts should be installed for the use of adults and in the vicinity of the present intersection of Atlantic and Fletcher Avenues, a kiddie amusement area should be provided. The amusements would consist of sand boxes, slides, trampoline, etc., but no commercial amusements.

To the west of the property off-street parking space would be provided either on a free or metered basis. Four hour parking for twenty five cents would be reasonable.

The entire area should be landscaped generously with shrubs and palm trees and be grassed. If possible, azaleas should be used.

An ocean front park developed along the lines suggested would be an outstanding east coast attraction; no other city could claim anything like it. Along the east coast of Florida there are relatively few public areas of this kind to which resident or visitor can retire to enjoy the beauties of the ocean and beach in an atmosphere of quiet. In Delray Beach, Boca Raton, Fort Lauderdale and a few other places, the cities own strips of beach between the highway line and the water in which some improvements have been made. None of them have the space available as is here. Such a park would attract many people to Fernandina Beach.





THE MUNICIPAL PARK AND MARINA  
WILL CONVERT THIS SITE INTO ONE  
OF BEAUTY AND ATTRACTIVENESS



SITE OF OCEAN FRONT PARK TO BE CONVERTED INTO ONE OF THE  
OUTSTANDING PARK AREAS IN FLORIDA

# MUNICIPAL MARINA AND PARK

FERNANDINA BEACH, FLORIDA

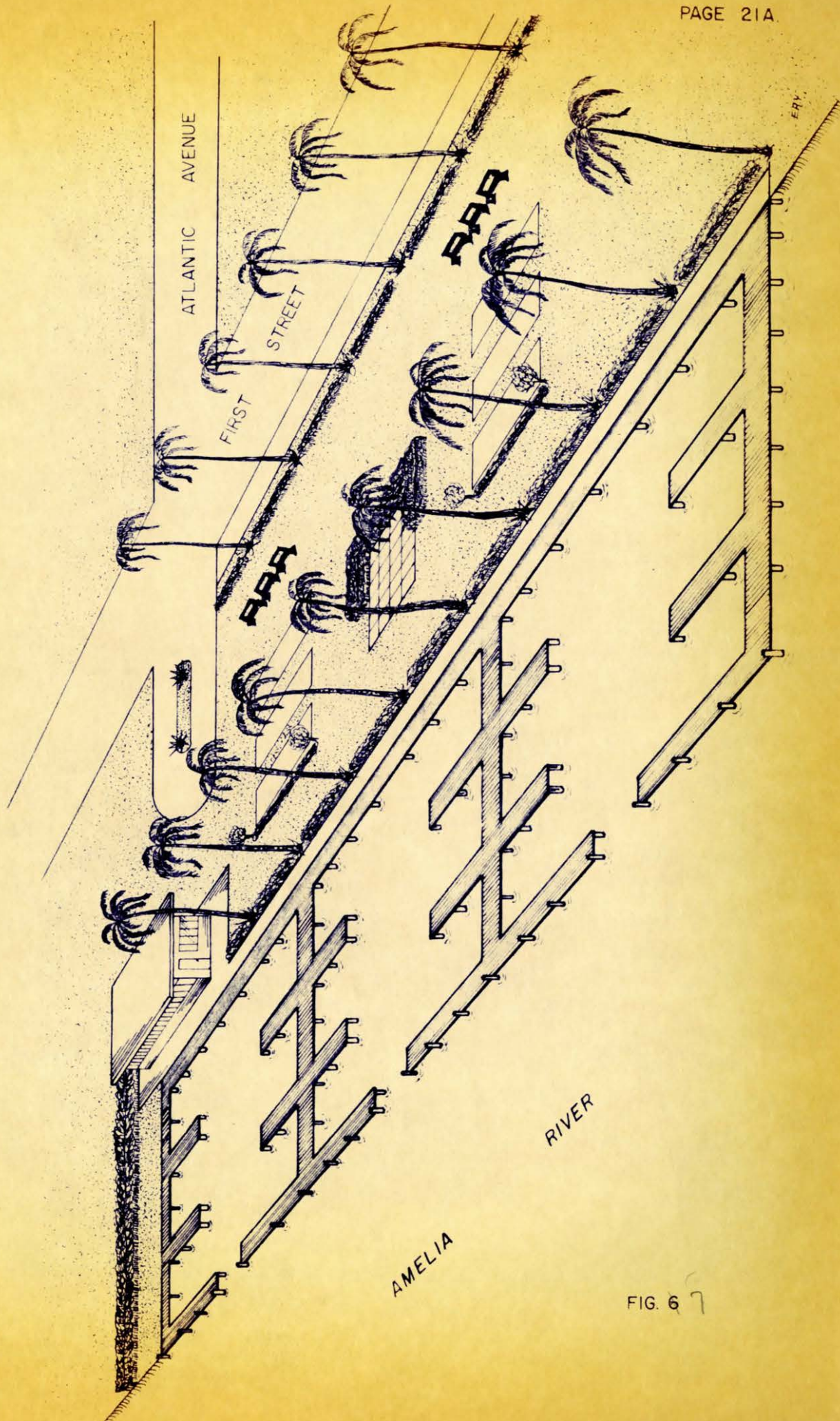
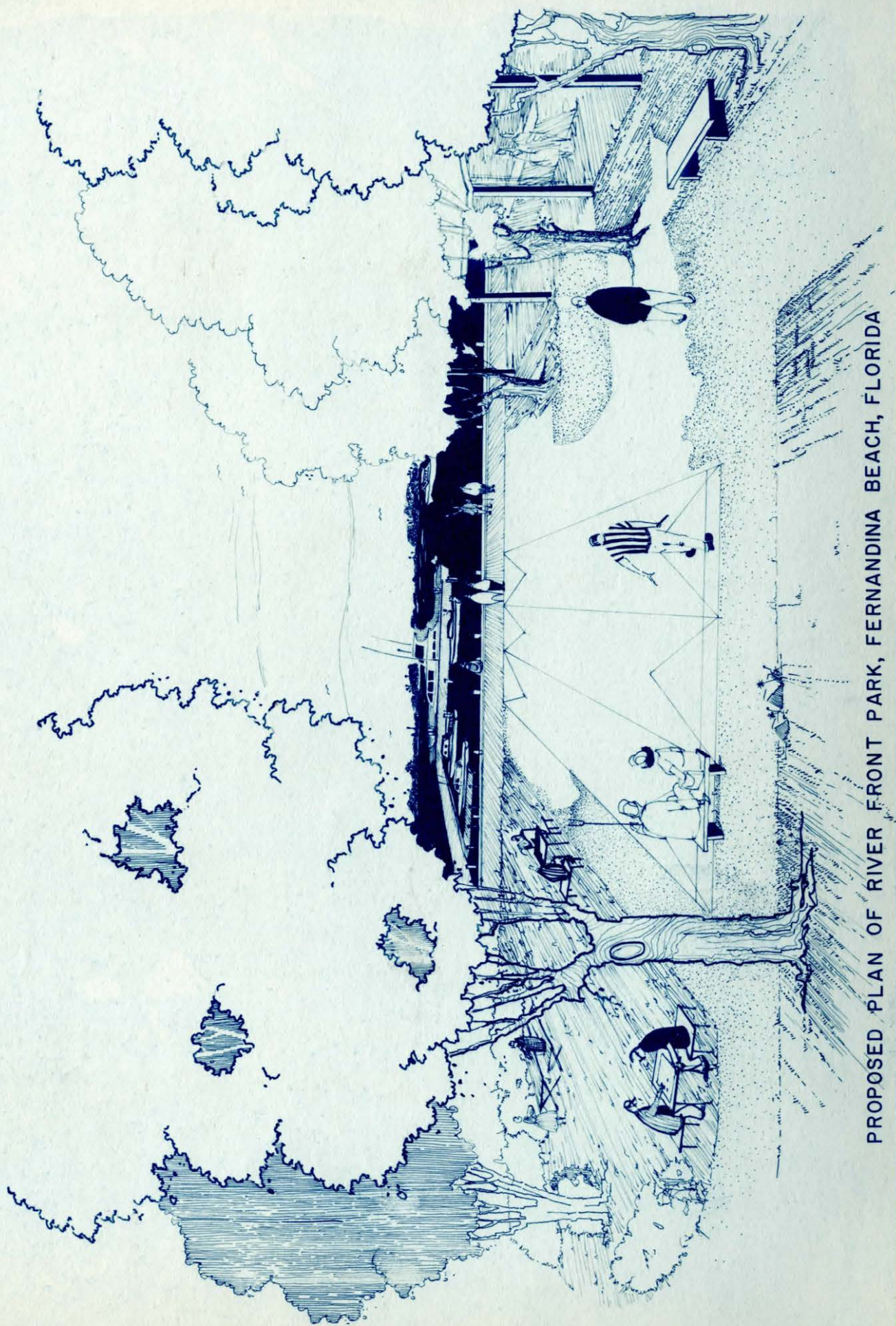


FIG. 6 7





PROPOSED PLAN OF RIVER FRONT PARK, FERNANDINA BEACH, FLORIDA



A second park greatly needed should be established at the western extremity of Atlantic Avenue on the Amelia River frontage. As shown in Figure 4 and 7 a beautified functional park and marina to attract many intra-coastal waterway travellers now passing by would be an asset. Once stopped, the traveller may be induced to remain a while to learn more of Fernandina Beach and what it has to offer. This beautified river front spot would also become a mecca for home folks. It could be equipped with two or more shuffle board courts, benches and the whole generously landscaped. The area now used as a dump would be filled to the pier line. The marina features would be placed as shown in Figure 4.

#### PUBLIC BUILDINGS AND ACCESSORIES

Public Buildings are always important parts of a growing city's program. As stated elsewhere, the old City Hall was remodeled and in some respects, modernized, but the reconstruction did not go far enough. There is need for another major operation.

A Police Department Building and jail should be erected on property adjacent to the City Hall on the east, now occupied for truck storage. While the new construction is in process, the truck storage and equipment yard should be reestablished in the vicinity of the sewage treatment plant. This removal would give the city considerable space for off-street parking.

With the ground floor of the City Hall relieved of jail and police headquarters, more space would be available for administrative functions. Space will be available for the natural gas office and for enlarging the City Commission meeting room.



WHEN THESE TRUCKS AND OTHER EQUIPMENT  
HAVE BEEN REMOVED THE SITE WILL ACCOMADATE  
THE NEW POLICE STATION AND JAIL

### LIBRARY

Currently the Library of Fernandina Beach occupies a portion of a building on Atlantic Avenue at Tenth street. Plans should be made to erect a new Library of adequate dimensions to serve the needs of the growing community. This structure could be placed advantageously in the park on the south side of Atlantic Avenue. Because of the rich historical background of Fernandina Beach, any new library erected should have ample provisions for the retention of historical documents and displays. The building need not be large but it should be attractive and servicable.

### FIRE STATIONS

The Central Fire Station located at the City Hall is well equipped to render service to the entire area at present. Ultimately however, when the beach area becomes more densely built up, a sub-station with pumper and hose apparatus should be established there.

### SCHOOLS

Schools, parks and recreation areas occupy a considerable part of the respective uses, should be closely coordinated in planning. The recreation grounds and facilities of schools and the public use of school buildings for various community functions, contribute substantially to the cultural, social and recreational life of the city.

The planner is not particularly concerned with educational methods or systems but he is concerned with the adequacy of the school plant, especially the adequacy of sites and locations. He is interested also in the coordination of schools with such elements of the comprehensive plan as streets and public playgrounds.



Fernandina Beach has one elementary school for white pupils and one for non-whites. There is also a Junior High School for whites and one for non-whites and likewise a Senior High School for whites and one for non-whites. The elementary, Junior High and Senior High schools for non-white pupils are all located in an area bounded by 10th, 11th, Elm and Gum streets. The elementary school and Junior High School for whites is located in the area bounded by Atlantic Avenue, 11th, 13th and Broome streets. The Senior High School, erected in 1957, is located on Citrona Drive between Beech and Cedar streets. The elementary and Junior High Schools for whites was erected about 1920 and the non-white plant in the 1930's. As shown on the Community Facilities Map, Figure 5, the various schools are well located and distributed in their respective service areas.

#### SCHOOL MEMBERSHIP

Between 1950 and 1960 the overall school membership increased as indicated in Table II.

TABLE II

#### SCHOOL MEMBERSHIP 1950-60, VARIOUS GRADES

	Grades 1-6	7-9	10-12	Total
<u>WHITE SCHOOLS</u>				
1950	516	208	139	863
1960	905	460	283	1648
1950-60	389	252	144	785
Percent Increase 1950-60	75%	120%	104%	81.5%
<u>NON-WHITE SCHOOLS</u>				
1950	304	106	63	473
1960	457	165	157	779
Increase	153	59	94	306
Percent Increase	50%	56%	150%	64.5%

The overall school membership increased from 1336 in 1950 to 2427 in 1960 or about 82 percent - white and non-white. Membership increase however was greater in the white elementary and Junior High than in the same grades of non-white but in the Senior High the reverse was true.

When the population of Fernandina Beach reaches 15,000 about 1980 the average daily membership of its schools should approximate 5,000 pupils or double the present. Of this number, 3,000 will be in grades 1-6 and the remainder divided equally between Junior and Senior High School. The non-white requirement will be about one-half the white. From these deductions, it is apparent that the elementary school plant must be doubled in capacity and the Junior and Senior High plants expanded. The non-white plant will require expansion only. The Land Use Plan indicates where additional schools should be located to meet the needs of future population growth.

School sites of 10 to 20 acres should be acquired as early as possible in advance of need while land costs are reasonable. Lands acquire in the vicinity of the general locations indicated in Figure 5 should be considered by the Board of Public Instruction.

In event lands are subdivided and developed prior to the satisfaction of school needs, the city should insist that developers alternate sufficient lands for school purposes. In this way the recommendations of the comprehensive plan will be satisfied.

As a general proposition, an elementary school having a site area of not less than ten acres should be located within a residential neighborhood so that no pupil will be obliged to walk more than one half mile.

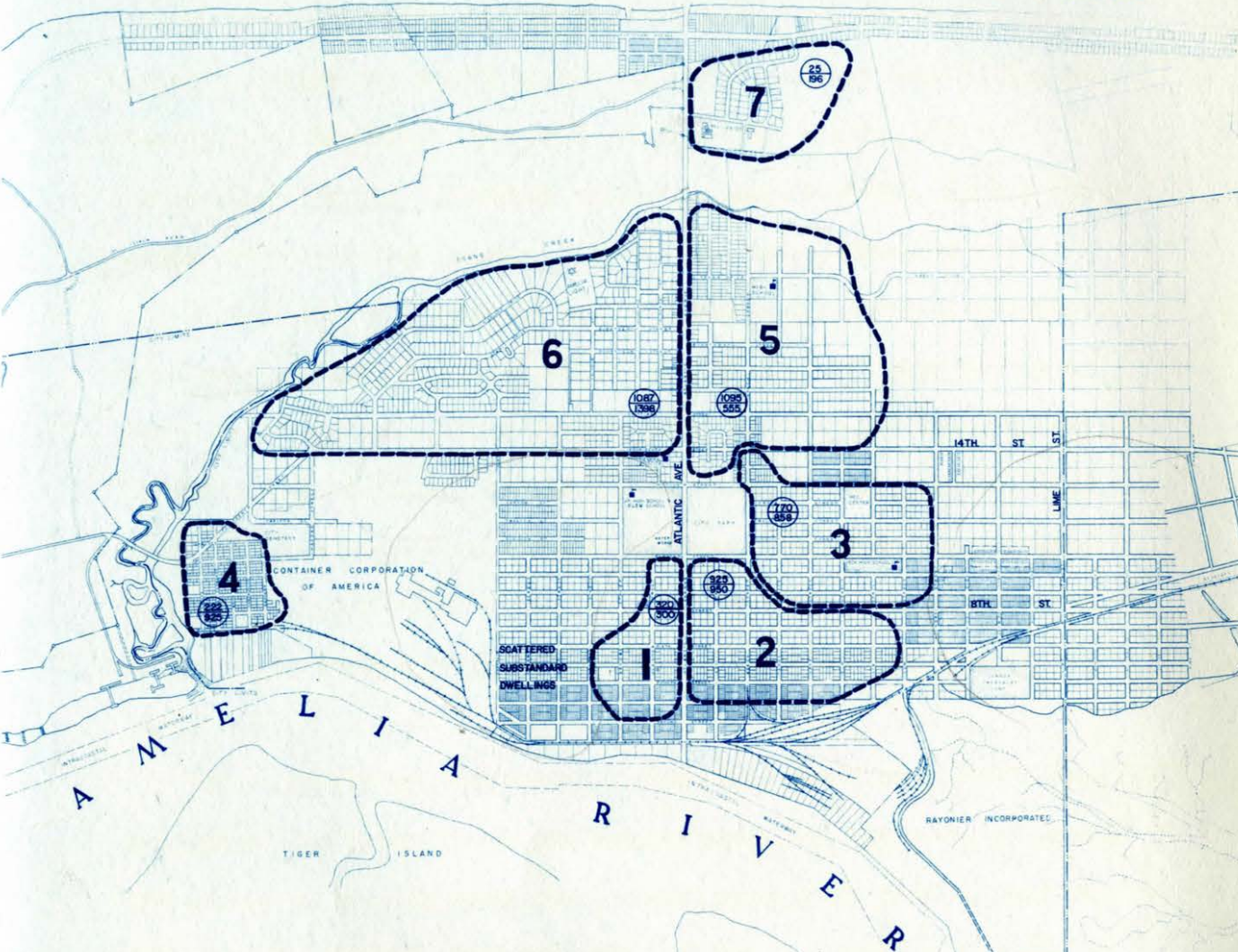
CHAPTER III  
NEIGHBORHOODS AND AREA TREATMENT

Fernandina built up around Atlantic Avenue and the river. Along Atlantic Avenue the town's commercial enterprise was established and nearby along the river, the railroad terminal, fishing wharves, canneries and other industrial operations were located. It was a compactly developed area because most of the people walked to work

To the north and south of Atlantic Avenue the homes of the people were located, all easily accessible to places of business and industry. These two residential areas became the first living neighborhoods in which the majority of people lived. Here the mansions and large yards of the entrepreneur and leading industrialist were found along side of the modest home of the worker. The architectural styles of the nineteenth century were generally adhered to, some more elaborate than others.

These two living neighborhoods shown as 1 and 2 on Figure 8 have maintained their usefulness and value through all the years of growth and expansion even as newer developments were being created east of 14th Street. Neither area has been seriously invaded by commerce or industry yet throughout each there is evidence of blight, obsolescence and even some substandard conditions. Some dwellings show signs of deterioration, need of paint and repairs and in some portions of the areas, streets are unimproved. In both these areas there are some excellent examples of nineteenth century architecture that are well maintained. These can be classified as rehabilitation areas wherein





## PLANNING AREAS

PREPARED BY  
GEORGE W. SIMONS PLANNING CONSULTANT

AREAS 1,2,3 REHABILITATION AREAS  
AREAS 4 RENEWAL AREAS  
AREAS 5,6,7 CONSERVATION AREAS

320  
300 — CURRENT POPULATION  
POPULATION THAT CAN  
STILL BE ACCOMMODATED

FIG. 8

the original prestige and dignity of Fernandina can be restored by repairing, painting, and eliminating the few substandard or dilapidated structures. Civic pride assisted by an enforcement of the Minimum Housing Code would achieve much improvement of these neighborhoods.

Surrounding area 1 on three sides are blighted areas with a number of dilapidated structures and unpaved streets. These blighted, and almost substandard areas, dominate much of the land to the north and west of area 1. Just west of the Junior High School is an area of only about 40 percent standard housing. Immediately north of the Junior High School the land is undeveloped. In these blighted rundown sections, the Minimum Housing Code could be effectively applied to either restore structures to a standard condition or demolish them under condemnation.

The area south of Atlantic Avenue and west of Eighth Street - No. 2 Figure 8, has more diversified residence types than area 1. Here standard housing can be found adjacent to substandard housing. Throughout this area there is considerable deteriorated housing that can be restored to standard conditions by an application of the Minimum Housing Code. The substandard housing should be eliminated.

East of Eighth Street, south of Beech Street and extending to South 12th Street is the principal non-white neighborhood surrounding Peck High School and the Recreation Center - Area 3, Figure 8. Throughout this area are a number of unpainted rundown dwellings interspersed with substandard dwellings. Street improvements in this area are

sparse. It is an area, the appearance and general tidiness of which could be greatly improved if its residents would manifest a little civic pride and desire to clean up. The area was considerably improved the past year by the completion of a low income housing project by the Housing Authority. This should have been the means of eliminating a number of substandard dwellings. This area approaches more nearly the accepted concept of a neighborhood than any other because its centralized school and recreation facilities and too because of its principal west boundary is a major street. Here again, as in the areas outside Area 1, rehabilitation measures can be applied.

The area, known as "Old Town" at the northerly end of 14th Street is distinctly a Renewal Area - No. 4 on Figure 8. This original town site now occupied in the main by an assortment of old rundown dwelling structures and unimproved streets is topographically ideal for preservation and restoration for public use and interest. Sloping from a higher elevation to the river where the old fort was located, it should be reconstructed into a historical monument for posterity. The old street system is available as well as land for redevelopment. The local historical society with the cooperation of the city should initiate the research and study necessary and preliminary to the preparation of plans for authentic restorations. The restoration of "Old Town" and the old fort would add one more facet to the historical significance of Fernandina Beach whose historical background and heritage has too long been submerged by other nearby historical lore.

South of Atlantic Avenue, between 14th Street and Egan's Creek, the



entire area - No. 5 on Figure 8 - is occupied by standard housing. There are however different economic strata<sup>s</sup> represented. Starting at Atlantic Avenue and moving south there is first a bank of high quality dwellings some 5 - 10 years old or more. South of this band and extending for several blocks is an area of economy homes - all well maintained but more closely spaced than the first group. Then finally, south of this latter group is a newer development, built probably within the past 2 - 3 years, of smaller dwellings that extend to the limits of development. These latter dwellings fall within the \$10,000 - \$12,000 class of homes.

North of Atlantic Avenue, between 14th Street and Egan's Creek, the entire area - No. 6 Figure 8 - is also occupied by standard housing. The subdivision pattern here is one of the most pleasing within the city contributing substantially to its attractiveness. It is a gently rolling, well wooded area which is appropriately called Forest Hills.

The two areas - No's. 5 and 6 - represent the modern trend in the Fernandina Beach pattern of development. Into these areas which are less than half developed, much of the better dwelling construction of the future will come. They are definitely Conservation Areas.

The Egan Creek marsh land, north of Atlantic Avenue as stated before will some day be developed as unique and high type residential subdivision featured by canals. This will also be an area of Conservation.

South of Atlantic Avenue between Egans Creek and Fletcher Avenue No. 7 on Figure 8 - is Pirate's Cove, another pleasing type of sub-

division with curved street and rolling lands developed with modern standard dwellings. On the west fringe of this area, facing Atlantic Avenue, is the city's Recreation Center. Land to the south of the developed portion is still vacant and undeveloped. The city must exercise every care and caution afforded by zoning and subdivision regulations to assure the subdivision and development of this vacant land in accord with the pattern and quality already established by Pirate's Cove. It is an area that must not be promiscuously developed to the detriment of the development already started.

The beach area is <sup>of</sup>one rehabilitation, conservation and renewal. North of Atlantic Avenue the beach front park previously referred to should be a renewal project. South of Atlantic Avenue, there is need of replacements and rehabilitation. The beach area must be rigidly controlled through the agency of zoning and the application of the Minimum Housing Code. North of Atlantic Avenue as well as immediately south thereof, dilapidated rundown properties should be condemned and demolished. Only by following a rigid determined policy to eliminate eye sores, substandard and dilapidated dwellings, will it be possible to restore the beach to a most favorable position for future development. Dilapidated, substandard dwellings in the beach area ~~are a deter-~~rent to quality development.

New neighborhood or planning areas are envisioned in the General Land Use Plan pictured as Figure 6 in Volume I. As the buildable areas within the present city become occupied, new areas for expansion must be provided. To the south of the Lime Street corporate limit of

today there is such a large area. From Lime Street to the Air Port the land is almost wholly unoccupied and unsubdivided. What form will it take in the ultimate growth pattern?

When this area or any portion thereof is annexed to the city, it should be zoned residentially - at least R-1A. This will prevent the creation of subdivisions that promote and encourage density. It will also give some assurance of a more spaciousness of development. Then through the application of the subdivision regulations coordinated subdivisions approaching the concept of the theoretical neighborhood of rational development will be achieved.



### SUMMARY

The subdivided, developed portions of Fernandina Beach do not conform strictly to the neighborhood as theroretically conceived. Those various areas, outlined in Figure 8 should be considered more as planning areas than neighborhoods. Each has its own characteristics some of which should be conserved. The two older sections (1 and 2) adjacent to the Central Business District, with some rehabilitation will continue in the future as good residential areas, close to commercial outlets and with a goodly supply of churches. The structures that tend to blight these older areas should be demolished or reconstructed under the provisions of the Building and Minimum Housing Codes.

"Old Town" and fort should be restored into a historical shrine reminiscent of its days of glory. The historical society should explore the ways and means of bringing a restoration program to fruition.

The non-white area east of Eighth Street needs a good housecleaning primarily and some street improvements. It is the one area centered by its school and recreation area that approaches a neighborhood in composition. A little manifestation of civic pride in this area would be helpful

The current trend of modern residential construction is in the areas east of 14th Street. These areas are evidencing new patterns of subdivision design that are pleasing. The principal job here will be to conserve value and quality and prevent the incidence of blighting influences. Zoning and subdivision regulations are the chief means of protection.

The beach area is one of the greatest attractions in Fernandina Beach yet like so many beach areas it presents in part some rundown appearances that need correction. New residences are not being built where substandard cottages and structures abound.

To stimulate a high degree of civic responsibility and interest it is suggested that the owners of properties on the beach and businesses, create a Fernandina Beach Civic and Improvement Association. Such an agency can accomplish much constructive work. They could initiate programs directed toward the removal of rundown, dilapidated properties; they could enhance the appearance of the beach area and thereby remove from it the general aura of indifference.

CHAPTER IV  
CAPITAL IMPROVEMENT PROGRAM

The comprehensive planning program envisioned for Fernandina Beach seeks to ascertain, among other things, what improvements and facilities should be provided to satisfy the many and diverse requirements of anticipated growth and development. The various reports presented have recorded results of many studies, i.e. economy, population growth and movement, area expansion, streets, community facilities, zoning and land uses. These in the aggregate have revealed the various requirements essential to growth.

Progress and growth are always accompanied by a constant demand for capital improvements and services. Streets must be paved, widened or extended; utilities must be installed to provide water, power and sewerage services; parks and recreation areas must be acquired and equipped as new communities form; public administration buildings, schools and other structures and services must be provided. From the studies projecting the needs of a number of years, a formidable list of capital improvements emerged. Some of the improvements are more important and the need for them more urgent than others. Fortunately some can be deferred to a later day. Some of the smaller, yet urgent needs, can be financed as annual budget items but others must be financed through long term plans. There are projects that can be financed by revenue certificates payable from revenues or through the issuance of special assessment bonds. Others however may require financing by the issuance of general obligation bonds payable from ad valorem



taxes. Regardless of the urgency of need and the method of financing, the operation as a whole must be kept within the city's ability to pay.

A capital improvement is defined as a major improvement of a recurring nature to the physical plant of the city as differentiated from ordinary repairs or maintenance. It includes the construction, replacement, major repair, addition or modification to streets, bridges, parks, public buildings, utilities or land for public use.

A capital improvement budget is a moving time table devised to schedule capital improvements in accord with a priority of need and importance. It is usually prepared for a period of five or six years and then annually revalued in the light of accomplishments made during the year. If however a project has not been consummated within the year scheduled, it is advanced to the next year. Such a budget enables the governing body to more easily anticipate the annual needs of the city.

#### NEEDED IMPROVEMENTS

From the various studies, the following capital improvements and acquisitions, in general, will be needed to conform to the requirements of growth and progress:

1. Sewerage and water extensions
2. Street improvements; paving, extensions and right of way acquisitions
3. Land acquisition for recreation, parks and schools
4. City Hall renovation and erection of Police Station and Jail.
5. Library Building
6. Development and Equipping an Ocean Front Park
7. Development of Amelia River Park and Marina
8. Historical Restoration of "Old Town"
9. Central Business District Mall and Off Street Parking facilities.

### FINANCING METHODS

The administration of local government is financed principally by advalorem taxes levied against real and personal properties, augmented by fees, fines and forfeiture and other income. Generally, no funds are provided in the annual operating budget for major capital improvements; frequently small sums are allocated for the purchase of such small capital improvement items as playground or recreation equipment and possibly for some street widenings or extensions. But the kind of capital improvements contemplated here are usually financed otherwise.

Extensive street improvement programs involving new streets and street widenings, major drainage structures and allied facilities, public structures, site acquisitions for parks, recreation or other purposes are customarily financed by general obligation bonds payable from advalorem taxes. Street and sidewalk improvements can also be financed by Special Assessment bonds payable by abutting and benefitting properties. Revenue certificates predicated on income can finance off street parking facilities and sewerage extensions. Revenue certificates are sometimes used even to finance such public structures as fire and police stations and city halls. The utilization of this method of financing for such facilities would obligate the city to annually include in the debt service levy an amount equivalent to a rent sufficient to liquidate the indebtedness. This latter method is not universally applied.

### SEWERAGE IMPROVEMENTS

There are four major areas which need sewerage service, as follows:

(1) Forest Hills, north of Atlantic Avenue, (2) the southwestern section

of the city, (3) the North Fletcher Avenue section and (4) the extension of service south on Fletcher Avenue from Sadler Road to the city limits. These projects will give sewerage service to at least 90 percent of the population. Preliminary engineering studies already made reflect cost approximating \$750,000.00. These projects, although not large, could be programmed over a period of two or three years and be financed by revenue certificates redeemable by sewer service charges. The sewage treatment plant is of sufficient capacity to serve for a considerable time - more than the 5 to 6 year period here contemplated.

#### STREET IMPROVEMENTS

Streets occupy an important place in the city's life therefore are due primary consideration in the Capital Improvement Program. Two classes of work fall within the scope of the program - new streets and extensions and reconstructed and widened streets. Repairs are recurring items in the annual operating budget.

Although the Capital Improvement budget will concern work for which the city is specifically responsible there are elements of the Comprehensive Street Plan that lie within the jurisdiction of the County and State. The most important work to be done in the next five years will relate to property acquisitions for street extensions and widenings, as follows:

1. Acquisition of a right of way, at least 80 feet wide, for a new street to be constructed paralleled to and west of Fletcher Avenue extending from Atlantic Avenue to Sadler Road.
2. Extension of Citrona Street and its improvement southward to Sadler Road.
3. Extension of Lime Street and its improvement from Eighth Street



to Fletcher Avenue.

4. Widening the Sadler Road right of way to at least 80 feet. This is a County-State project but notwithstanding it should be initiated now.
5. Acquisition of land to widen and improve 14th Street to 80 feet, from its intersection at "5 Points" to its northern extremity. Much of this also lies within the county.
6. Acquire right of way and construct street parallel to the railroad from Eighth and Kelp Street into 2nd Street at Beech.

In addition to these specific projects there will be a need for a certain amount of new street construction and reconstruction in various parts of the city - projects that in most cases can be anticipated in the annual budget.

All of the above projects (1-6) are desirable now but none of them are urgent; their order of priority is as shown.

In exploring the extension of streets and acquisition of rights of way, it would be advisable first to ascertain how much right of way can be acquired as a gift. Anticipating the effect of a new street on abutting properties, land owners frequently donate rights of way. This plan has worked surprisingly well in many areas and its possibility should be explored here.

Secondly, if the gift plan is not acceptable, the various rights of way should be appraised by a committee of the Real Estate Board after which plans for purchase should be developed. It is suggested that \$10,000 be included in the operating budget each year for the next five years for street improvements.

#### RECREATION AND PARKS

Provisions should be made to construct the proposed Beach Park and Amelia River Park and Marina within the next two to three years. In addition, four or five small neighborhood playground sites as recommended

in the General Land Use Plan should be acquired and equipped. The bulkheading of the Beach Park will be an expensive item costing some \$125,000.00 to \$150,000.00. This work however, should not necessarily retard the development as a whole. As a sequence of operations in the first year. Fletcher Avenue could be relocated into Tarpon Avenue and the latter widened; Dolphin and Pompano streets should be closed and prepared for park purposes. The right of way now occupied by Fletcher Avenue should also be prepared for park purposes. The State Road Department would have a part in these phases. During the first year some landscaping could be started and shuffle board courts installed. In the second year and third the various other features could be added. The restaurant and casino could be financed by revenue certificates payable from income.

The Amelia River project can also be constructed in stages. During the first year, the low land can be filled and bulkheaded and the ground prepared for landscaping and structures. In the second and third years the marina features and remainder of park be completed. Funds are already in the current budget for starting the bulkheading.

The amount of money devoted to these two major **parks** will depend on the extent of improvements included in each, the rate of their development and the method of financing. If the city should prefer a pay as-you-go plan the time element will be much larger than if funds were made available from an issue of general obligation bonds. The latter however, would require the approval of freeholders and marketing which would consume considerable time. The principal advantage of general obligation bonds would be the ready availability of funds to expedite the work to conclusion and then too, a general obligation bond issue could include other items such as Library, Police Station and Street Improvements.

The two major park developments should not cost in the aggregate more than \$100,000.00. Fill and bulkhead construction, marina facilities and casino will be the large factors of expense.

#### CITY HALL RENOVATION AND POLICE STATION

To provide needed space for administrative facilities and for the Police Department and Jail, this project should be given a first year priority. The cost will approximate \$80,000 which in all probability can be financed by revenue certificates.

#### LIBRARY

A small Library should be erected in the City Park. This is not urgent at this time so could fall into the third or fourth year of the program. If however, it is decided to finance by means of general obligation bonds, a Library structure could be included in the issue and its realization thereby expedited. The cost should approximate \$50,000.

#### MALL DEVELOPMENT AND OFF STREET PARKING

To convert 3rd and 5th Streets into pedestrian malls and to provide off-street parking facilities as proposed are projects that can be accomplished in stages. The development of one street can be started and the work progress until completed. The cost of the mall will depend on the extent and nature of the plan adopted. The roadway is already the property of the city and its preparation for mall purposes will entail primarily the removal of the road surface and filling and landscaping provided will determine the major cost. If the mall area is merely grassed with a few shrubs the cost will be much less



than if it is provided with elaborate decorative features and exotic plantings.

Any areas acquired for Off-Street Parking can usually be financed by revenue certificates payable from meter revenues but until there is a more critical parking problem in the vicinity of the Central Business District, the city would find it difficult to justify an issue of revenue certificates for such facilities.

#### FIRE STATION

This improvement should be anticipated within the next five years, probably about the fifth year. The substation should be located near the intersection of Atlantic and Fletcher Avenues and should not cost more than \$25,000 for building.

#### SUMMARY

Because of the nature of the various capital improvements included herein it is exceedingly difficult to assign an estimate of cost or a time for accomplishment to any one. To assign a priority of importance is the most significant. All streets are important but some are more needed than others. Likewise a Library is very desirable but it is not urgent. The Parks and Malls are important to the economy of the city; they should have an early consideration. But their final realization can be extended over several years and their costs determined by the character of final plans. The City Hall - Police station item is one of urgency and should be done without delay.

The City should set up a fund of at least \$10,000 per year that could be allocated to Streets and Park developments. In this way it may be possible to pursue a pay-as-you-go plan. Otherwise a general obligation bond issue including a number of major items should be explored; an issue of \$500,000.00 would achieve much.

CHAPTER V  
ZONING AND SUBDIVISION REGULATIONS

Neither zoning nor subdivision regulations are new to Fernandina Beach. In 1938 when industrial expansion was impressing the city and a new era of growth was dawning, Fernandina Beach - then Fernandina - adopted its first zoning ordinance. In the 23 years since that adoption the city has operated under the provisions of the initial ordinance and map with relatively few changes.

During the land use studies the necessity of a major revision of the original ordinance and map was apparent. Tentative ordinances and maps were prepared, public hearings held and during the latter part of July 1961, the revised ordinance and map were adopted. Figure 9 shows the zoning map as adopted.

The results of zoning administration since 1938 are evident as one examines the land use pattern of the city. None of the residential areas have been disrupted by the invasion of unfavorable uses.

Zoning is one of the best tools available to the city for preserving the character and value of residential areas and further, for guiding the growth and development along orderly lines. It is the one tool that can direct growth into the pattern of the General Land Use Plan.

In 1946, the City Commission adopted a complete code of Subdivision Regulations which need no change. These regulations have been used as a guide in subdivision design and have been very effective.

A third tool adopted by the City Commission in 1958 is the Minimum Housing Code which is comprehensive and in accord with current practice.

Equipped with zoning, subdivision and minimum housing regulations, Fernandina Beach is prepared to build and grow in a wholesome manner.



# COMPREHENSIVE CITY PLAN FERNANDINA BEACH FLORIDA

ATLANTIC OCEAN

APPROVED & ADOPTED  
BY THE BOARD OF  
CITY COMMISSIONERS  
ON MAY 14, 1968  
BY ORDINANCE NO. 1000  
THIS ZONING MAP IS HEREBY  
DECLARED TO BE THE OFFICIAL  
ZONING MAP OF THE CITY OF  
FERNANDINA BEACH, FLORIDA

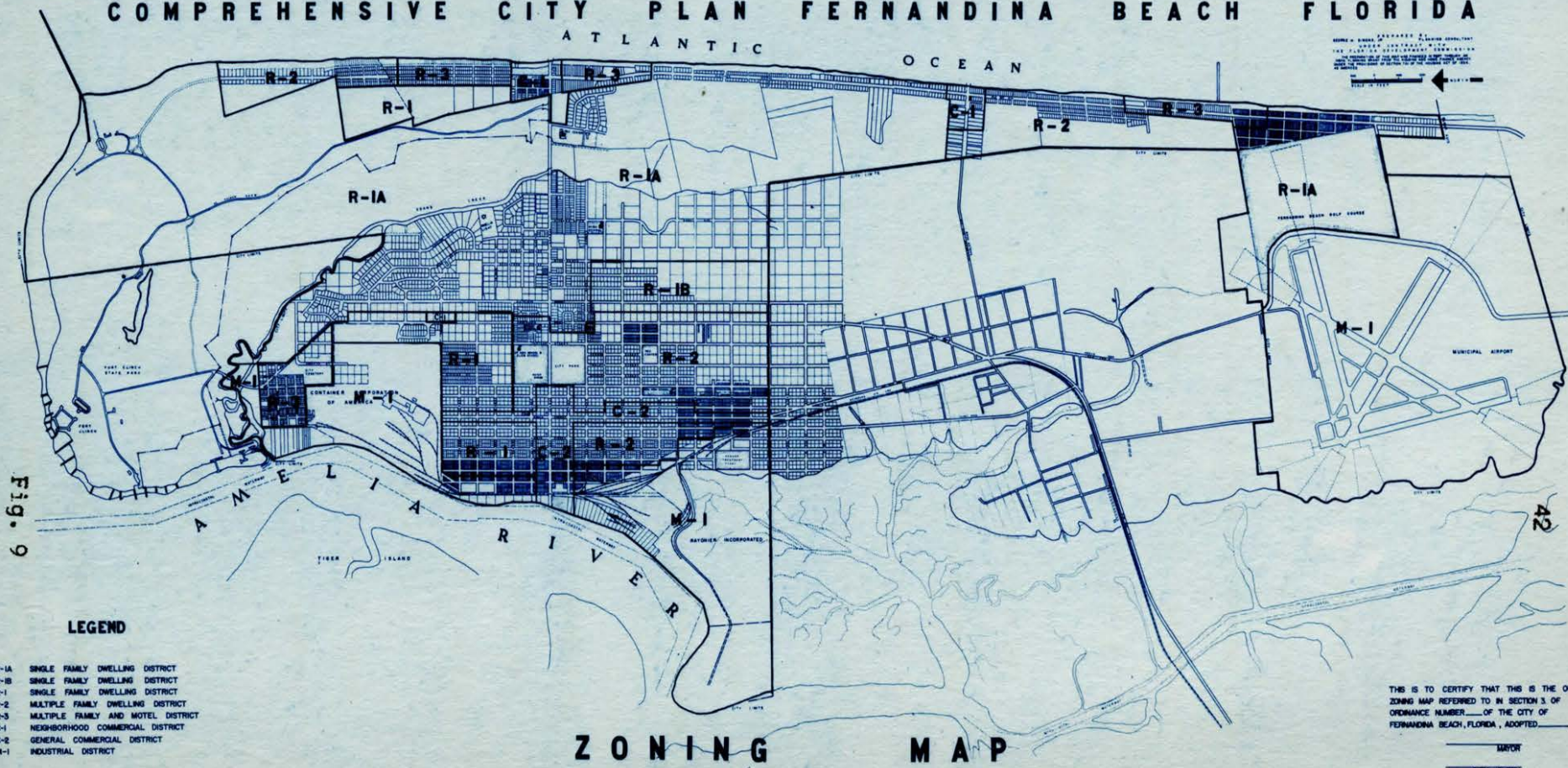


Fig. 9

## LEGEND

- R-1A SINGLE FAMILY DWELLING DISTRICT
- R-1B SINGLE FAMILY DWELLING DISTRICT
- R-1 SINGLE FAMILY DWELLING DISTRICT
- R-2 MULTIPLE FAMILY DWELLING DISTRICT
- R-3 MULTIPLE FAMILY AND MOTEL DISTRICT
- C-1 NEIGHBORHOOD COMMERCIAL DISTRICT
- C-2 GENERAL COMMERCIAL DISTRICT
- M-1 INDUSTRIAL DISTRICT

ZONING MAP

THIS IS TO CERTIFY THAT THIS IS THE OFFICIAL  
ZONING MAP REFERRED TO IN SECTION 3 OF  
ORDINANCE NUMBER \_\_\_\_\_ OF THE CITY OF  
FERNANDINA BEACH, FLORIDA, ADOPTED \_\_\_\_\_, 1968

MAYOR  
CITY CLERK

42



### SUBDIVISION REGULATIONS

Land subdivision is the first step in the process of community building. Once land has been cut up into streets, blocks and lots, and publicly recorded, the die is cast and the pattern is difficult to change. The subdivision of land affects the welfare of the entire community in so many important respects that it can no longer be entrusted to the haphazard methods of the past. Traffic congestion, bottlenecks, blighted areas and other physical defects can be attributable in a large degree to imperfect or unsound land subdivision of the past. American cities generally are paying the price now for their failure to establish adequate controls over the subdivision of land.

Subdivision regulations are a most important force in the future development of the community. With zoning regulations they comprise the two most important tools to implement the city plan and achieve a proper balance which contributes to a sound physical development.

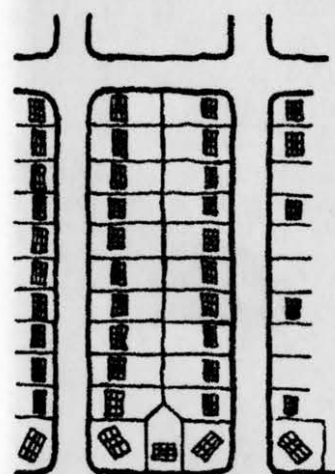
The majority of land developers and site planners will unhesitatingly accept and observe the minimum requirements of the subdivision regulations but a minority frequently try to get by using the techniques of metes and bounds and other expedients to defeat logical orderly land planning and subdivision. Not only should the city exercise rigid control but there should be a close coordination of activities and interest between the city and county.

There are certain features of subdivision design that should be carefully and critically observed, especially in reviewing plats for record. These are as follows:

1. Where components of the major street plan are encountered in any proposed subdivision, such streets should be included within the plat and of a width indicated in the major street plan. If not indicated on the major street plan, the minimum width should be eighty (80) feet.
2. All lot areas and minimum widths thereof should conform to the zoning regulation of the district in which the subdivision is located.
3. All cul-de-sacs should be checked as to their length, width of roadway and particularly, the radius of turn around.
4. Coordination with adjoining subdivisions should be especially checked.
5. Where lands are subdivided and the General Land Use Plan indicates the desirability of a school therein, care should be exercised to see that a site of adequate acceptable area is provided for said school in the plat before the plat is approved for record. In this phase of the review the Superintendent of the Board of Public Instruction should be brought in.
6. Provisions should also be made for parks and playgrounds if same are indicated on the General Land Use Plan.

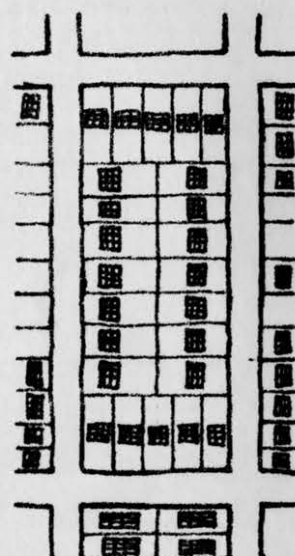
All plats submitted for review should be delineated with the idea in mind that they are parts of a whole and should be so treated. Careful review in the beginning will minimize grief in the end. Figures 10 and 11 are good and bad subdivision practices.

# LOTTING PRACTICES



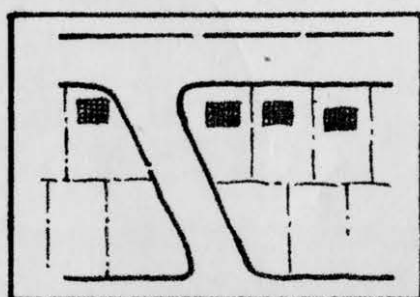
A

PLACE EACH HOUSE TO FACE THE FRONT OF ANOTHER HOUSE. PLAN EACH BLOCK IN RELATION TO ADJOINING BLOCKS. INCREASE THE WIDTH OF CORNER LOTS AND USE MUCH CARE IN THE ORIENTATION OF CORNER HOUSES.

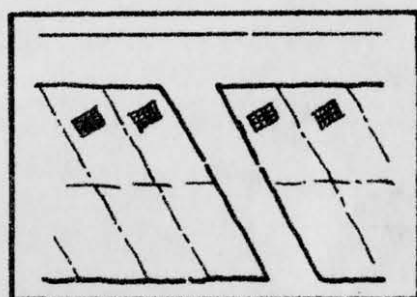


DESIRABLE

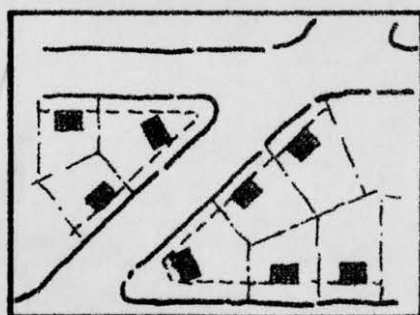
UNDESIRABLE



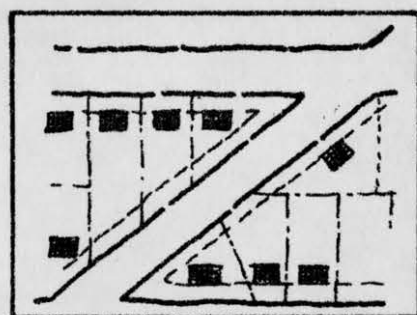
DESIRABLE



UNDESIRABLE



DESIRABLE



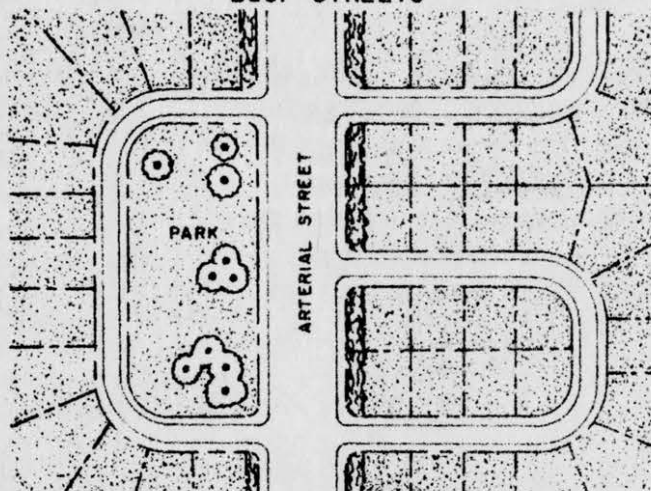
UNDESIRABLE

## B METHODS OF LOTTING WHEN DIAGONAL STREETS CANNOT BE AVOIDED.



# STREET DESIGNS FOR RESIDENTIAL AREAS

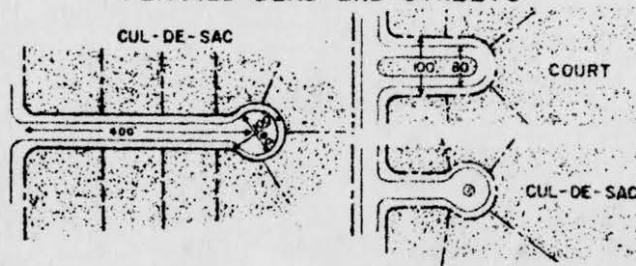
## LOOP STREETS



### A

LOOP STREETS PROVIDE EXCELLENT BUILDING SITES FREE OF THE HAZARDS OF THROUGH TRAFFIC. WHEN COMBINED WITH SMALL DECORATIVE PARKS HIGHLY DESIRABLE LOTS ARE OBTAINED.

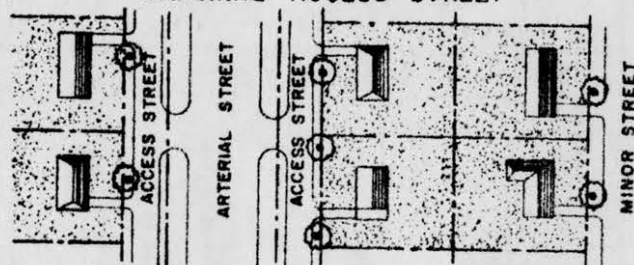
## PLANNED DEAD-END STREETS



### B

FOR SECLUDED LOTS FREE OF ANY UNNECESSARY TRAFFIC. AVOID CUL-DE-SACS OF EXCESSIVE LENGTHS; SHORTER LENGTHS PROVE MORE SUCCESSFUL.

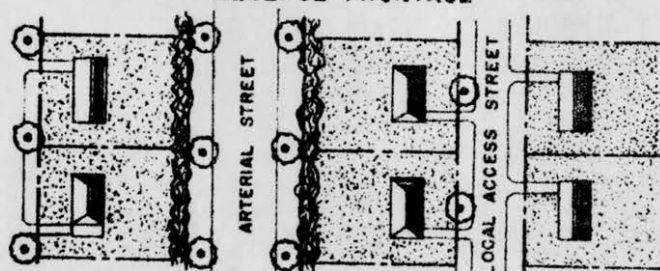
## MARGINAL ACCESS STREET



### C

WHERE HOMES MUST FACE MAJOR TRAFFIC ARTERIES ATTRACTIVE SITES CAN BE PROVIDED ON PRIVATE ACCESS STREETS.

## REVERSE FRONTAGE

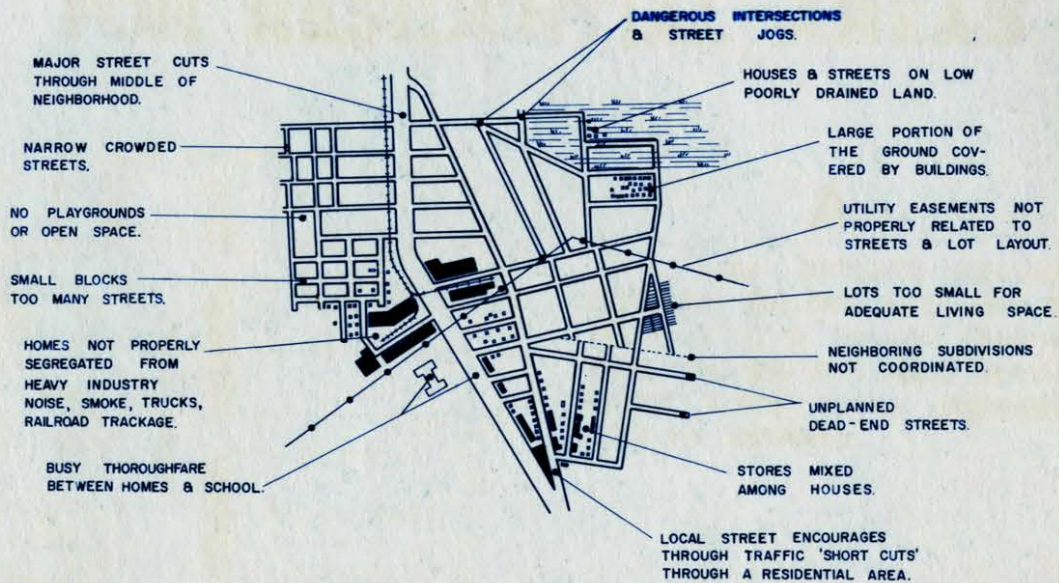


### D

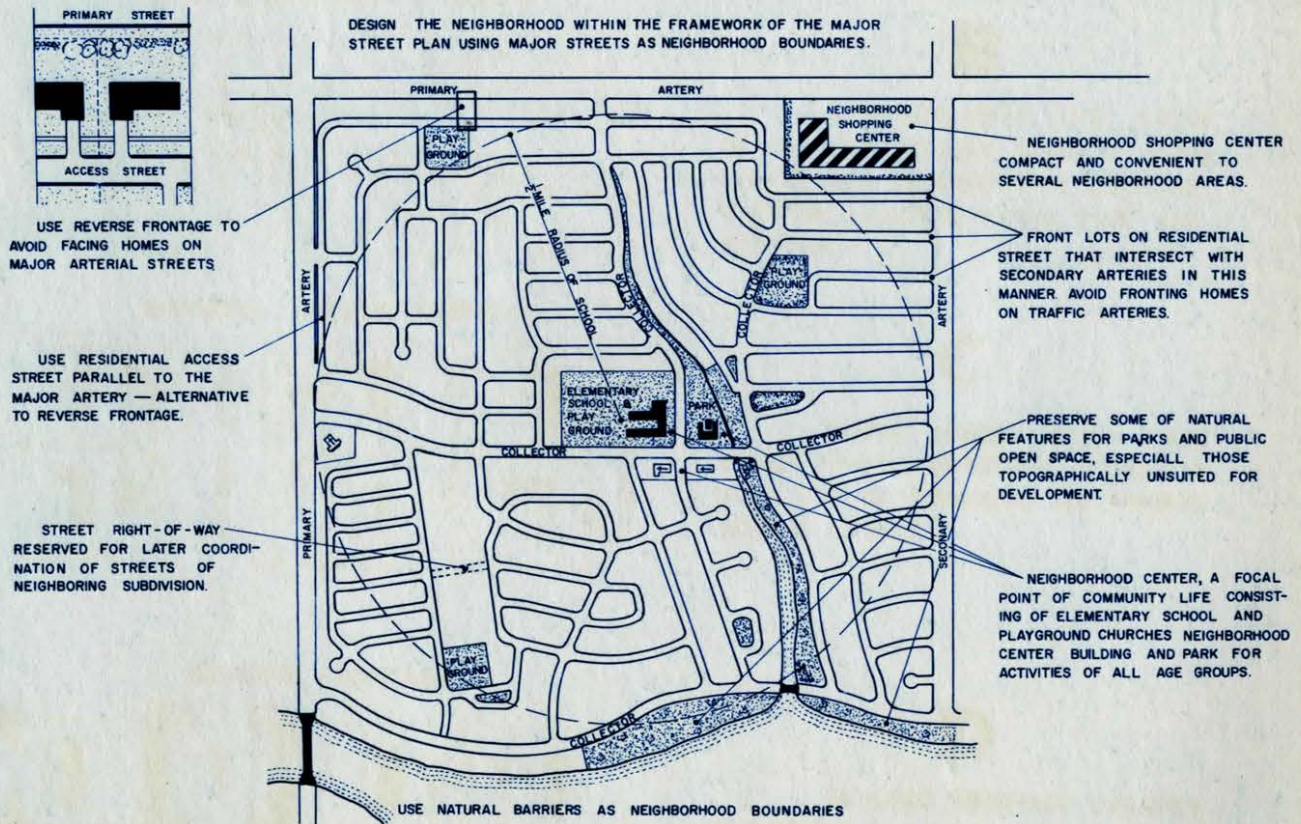
REVERSE FRONTAGE CREATES DESIRABLE BUILDING SITES AND ALSO PROTECTS THE MAXIMUM EFFICIENCY OF THE MAJOR TRAFFIC ARTERY.



# POOR ENVIRONMENT



# DESIGNING GOOD NEIGHBORHOODS





## CHAPTER VI

### PLANNING PROCEDURE AND IMPLEMENTATION

The text and diagrams of the comprehensive city plan mark the end of the initial stage in the planning process. It represents the crystallization of much data, many conferences and numerous studies. The document with its maps and diagrams however is only the beginning of a challenging long range continuous effort during which planning will be increasingly recognized and established as a municipal function. The planning document is only a guide.

Fernandina Beach has a Planning Commission appointed by the City Commission. During the preparation of this plan a number of meetings and discussions were had with the Planning Commission whose counsel and advice was constructive and beneficial as the work progressed. The members of the Commission are men definitely interested in the welfare and proper growth of their community. Although some of the time of the Planning Commission is devoted to zoning problems, their primary concern is planning in its broadest concept.

Planning involves among other things the location and classification of major streets, parks, recreation areas, schools, fire stations, libraries and other community facilities and utilities. Planning includes continuous land use, population and economic studies, subdivision analysis and control, and also the studies of such areas as Central Business Districts and Shopping Centers. Provisions for parking facilities, urban renewal and rehabilitation also come within the purview of Planning. From this brief summary it can be seen that zoning is only one of the facets of planning.



## A

The Planning Commission of Fernandina Beach has no legislative authorization specifically defining its powers and duties and the scope of its work. It is merely appointed by the City Commission as an advisory board pursuant to a charter provision, to assist it in problems relating to planning and zoning.

Prior to the adoption of the revised zoning ordinance the Planning Commission served officially as a Zoning Commission.

To make the comprehensive plan more effective in the growth and life of Fernandina Beach, the Planning Commission should be clothed with some specific powers and duties so that it could function as an official body.

A special legislative act, patterned after the Standard Enabling Act recommended some years ago by the United States Department of Commerce should be obtained. It would legally establish planning as a function of government with a planning commission given powers of review in all fields of planning. Generally some of the functions of powers and duties of a planning commission may be defined as follows:

(1) It should become familiar with the broad objectives of the comprehensive plan and urge action by the proper political group. The Board should initiate studies resulting in more detailed plans.

(2) Review and make recommendations on all decisions by other agencies, public or private, dealing with the subject matter of the comprehensive plan.

(3) Review and make recommendations on all subdivision plats, being guided by subdivision regulations that may be adopted by the governing body.

(4) Review all amendments to the Zoning Ordinance and Zoning Plan.

(5) Plans for public works, such as streets, utilities, parking facilities, parks and other community facilities, should be reviewed by the Planning Board for recommendations involving the coordination of these plans with the comprehensive plan.

(6) Develop general plans and review all specific projects dealing with urban development where such a program is being undertaken by the City.

(7) Prepare or review the city's capital improvements program, based upon the Comprehensive Plan, and recommend an extension each year to the capital improvements budget.

(8) Devise ways and means of public education to stimulate and stir to action the public consciousness. Endeavor to coordinate the thinking of various public groups with those of the governing body.

(9) All proposed purchases or sales of city property should be studied by the Planning Board, which should make recommendations regarding the effect of such action on the General Land Use Plan.

The Planning Commission should meet occasionally - three or four times per year - with the City Commission to discuss problems of mutual interest and concern. Such meetings would bring the two groups into a more sympathetic understanding of each others work.

#### STAFF OPERATION

The broad duties conceived for the Planning Commission will require continuous study and research. Because of this and the necessity of filing records, maps and documents, some person should be designated the local planning administrator. In Fernandina Beach this individual should be the City Building Inspector or City Engineer. The Building Inspector is the administrator of the Zoning Ordinance so is constantly aware of developments within the city.

The local planning administrator should:

(1) Maintain the Land Use Map in an up-to-date condition. Each month building permits should be recorded on the land use map, and periodically

field checks should be made to ascertain any other changes in land uses:

(2) Each year a building permit map should be prepared. On a blank base map all building activity of the calendar year should be recorded, showing the various land uses in the same colors as used on the existing Land Use Map. This annual building permit map will form a record for each year, enabling a study of trends of development. When time permits, similar maps could be prepared on previous years from the file of building permits.

(3) Prepare a street record atlas. This atlas should show all of the platted and developed streets of the City, indicating to scale the existing right-of-way, set backs established for ultimate right-of-way, street paving and condition, curb and gutters, sidewalks, curb cuts, traffic dividers, etc.

(6) Prepare and maintain up-to-date maps on parking facilities and their use (turnover) for Central Business District.

(7) Maintain a map of all city owned and other public owned properties, classifying them according to use or intended use if undeveloped.

(8) Re-zoning Investigations and investigations concerning appeals to the Board of Adjustment.

(9) Special Planning Studies. From time to time special projects will arise requiring detailed plans, perhaps for the purpose of implementing some phase of the Comprehensive City Plan. The planning staff should maintain records and research data of a scope preparing them to undertake special investigations, analysis and reports, whether on redesigning a portion of a neighborhood, preparing a traffic flow plan around the central business district, or a site plan for a playground.

#### CONSULTING SERVICES

The Comprehensive Plan has been developed through the assistance of consulting services. Implementation will be largely a matter of local responsibility. However, many of the broad phases of the Comprehensive City Plan will require detailed plans of implementation. Most of these can be prepared locally but some may require the assistance of specialized consultants such as engineers skilled in sewerage design. To sell parking revenue certificates it may be necessary to have a feasibility report prepared by consultants specializing in parking studies. Traffic surveys may be required of traffic engineers, depending upon the scope and complexity of the study.



of the study.

From time to time the services of Planning Consultants may be desired to assist in the detailed plans of implementation. The consultants' role in most cases can be limited to advising in the scope and procedure of the project and in evaluating the results. In some cases, such as an urban renewal project, the services of a planning consultant may be desired to prepare all of the plans and studies.

Periodically, every five to seven years, the zoning plan and ordinance should be re-studied to consider the need for modernization and modification. The impartial review of a consultant is especially beneficial.

Because so much of the Comprehensive Plan and the scheduling of improvements is predicated on the amount and type of growth it is important that the economic and population analysis be maintained in a current condition.

Because of technological changes, there is no assurance that the Comprehensive Plan will be valid ten years from now. Continuing consulting review, say every three to six months, would therefore provide satisfactory review of the Comprehensive Plan and planning and zoning administration. On these periodic visits to the community the consultant could confer with the local director, meet with the Planning Commission, and assist in citizen participation projects or public information meetings.

Regular visits, every two or three months, may be required in the beginning until the operation is functioning well. Afterward, visits every six months would be sufficient, but the Consultant could always be

called for trips dealing with special meetings and unusual problems that will arise from time to time.

### THE ZONING TOOL

Fernandina Beach has operated under the provisions of a zoning ordinance and map since 1938. This original plan was amended as a whole in August 1961. Figure 9 shows a copy of the zoning map as adopted.

Zoning is the most potent tool available to implement objectives of the Land Use Plan. However, there are features that appear on the Land Use Plan which differ with the Zoning Plan. To understand these differences one must look at the Land Use Plan as a broad, generalized guide for the entire urban area, which must be implemented over a period of many years through the employment of many planning tools. Zoning is only one of these tools; subdivision regulations are another.

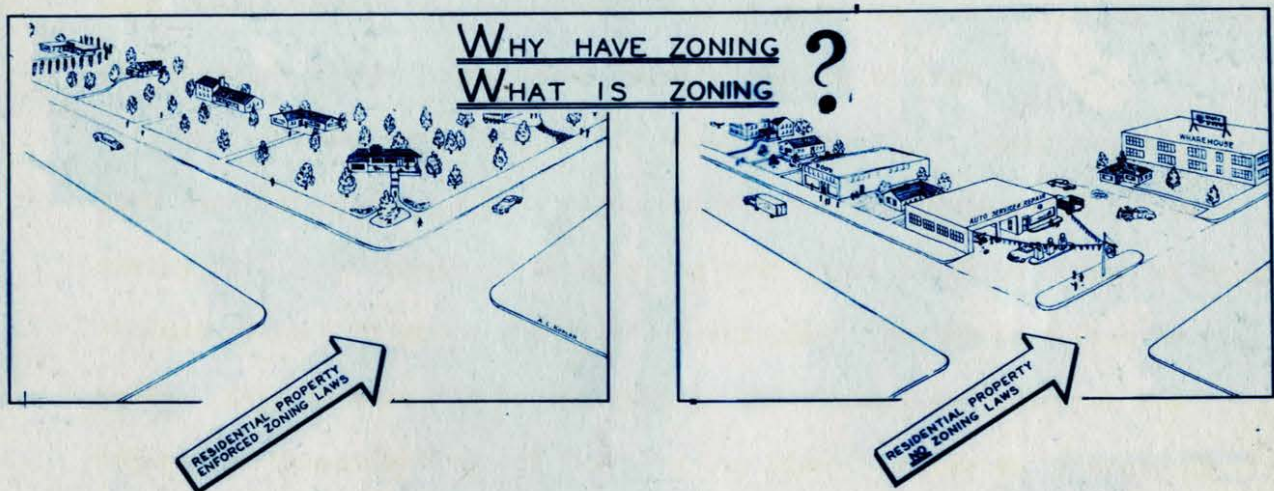
On the other hand, the Zoning Plan is a detailed, legal control of land use that applies only to lands within the corporate area. It primarily is a short range guide treating conditions existing today, although it does attempt to shape the city's development for the next five or six years. Step by step the Zoning Plan should attempt to implement the major land use objectives of the Land Use Plan, insofar as it controls the amount and location of lands used for residential, commercial, and industrial uses.

There are certain limitations to zoning as a tool in effecting the Land Use Plan. Zoning cannot legally reserve future areas for parks, schools, and other public purposes. Zoning can seldom accomplish the redevelopment



of substandard housing areas by rezoning for commercial or industrial uses. Zoning, however, can accomplish many additional goals besides those incorporated in the Land Use Plan. Some of these additional goals are: Lessening of congestion in the streets through off-street parking provisions, aesthetic improvement through sign regulation, the protection of property rights to light and air through the preservation of open space and control of building heights, the control of population density through lot size and lot coverage, etc.

FIGURE 12



The Zoning Plan as revised and adopted in 1961 must not be viewed as a static, inflexible plan. It would be impractical to attempt to implement in one step all of the objectives of the Land Use Plan. As the land area develops and economic opportunities unfold over the years, there will be many requests for rezoning. Although "spot zoning" should



be avoided, each request should be considered on its merits and evaluated in the light of the general Land Use Plan. If consistent with the Land Use Plan, the particular property and all others of similar circumstances in the vicinity of the request may be rezoned after public hearing.

Every 3 - 5 years the zoning plan and ordinance should be given a general review for revision and up dating.

CHAPTER VII  
AESTHETIC CONTROL

"The concept of the public welfare is broad and inclusive... The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well balanced as well as carefully patrolled" Justice Douglas in *Berman V. Parker*, 1954.

As one travels over the country through countless cities and towns, few make any lasting impressions. Some are remembered too well by their ugly, unsightly entrances with their conglomeration of garish signs and assortment of flimsy roadside stands. Only a few are remembered by the natural beauty of the environment, the beauty and charm of the homes with their spacious landscaped yards and their general reflection of cleanliness and order.

Cities are not unlike people. They are living, dynamic organisms and like people, have personalities. Some time ago *Holiday Magazine* published an article about the 12 most exciting cities of North America; they are all cities with charm, old world atmosphere, historical heritage and facilities of particular interest. Among them were New Orleans, San Francisco, and others. All these cities have personalities.

Fernandina Beach, in its natural setting between river and ocean, has a personality characterized by its recreational assets of park and beach and a rich historical heritage all flavored by an industrial economy and potential.

Fernandina Beach has not yet been spoiled by the inroads of innumerable promiscuous businesses that delight to pollute the land with

signs, flags and lights. Such "adornments" usually follow explosive growth. Fernandina Beach can continue to be a place of growth and attractiveness by observing a few suggestions.

First of all, the citizens must show a willingness and a determination to make and keep their community attractive. They should give thought to the community's character. They should ask themselves, "What makes my town distinctive"? Such citizen interest is a great force to accomplish a good end.

Secondly the citizen should familiarize himself with the general plan of the city - its land uses, its traffic circulation, its parks and recreation facilities. Equipped with such information, Mr. Citizen is better qualified to create and nourish the brand of civic consciousness so essential to orderly growth and development.

Thirdly, the citizen should encourage all movements of a civic nature that seek to beautify and improve the attractiveness of the city. The Garden Clubs, and alert Woman's Club and the Men's Civic Clubs, can always be depended upon to sponsor or initiate programs of civic betterment. A Garden Club, in particular, is always very effective in promoting the beauty of yards and the landscape generally and in combatting billboards. A Woman's Club is also a potent influence for combatting roadside despoliation and pollution. Tourists are impressed favorably by orderliness, cleanliness and particularly street plantings. Atlantic Avenue east of 14th Street is one of distinction and beauty. Stanley Drive is impressive. Other streets should be as attractive.



Rundown shacks, unfenced junk yards contribute nothing to the environment; neither does an excess of billboards and signs plastered on buildings. A sign ordinance can control the pollution of the land by signs. Location and size of signs can be controlled as well as the amount of wall space a sign may occupy. The number of signs per establishment may also be restricted.

Street eyesores and litter are evidences of carelessness and indifference. The roadsides seem to be the accepted places for the deposition of trash and litter. The prosecution of "litter bugs" would contribute to the cleanliness of the roadsides. Most cities have ordinances prohibiting throwing of litter on streets and sidewalks and also ordinances that require the cutting of weeds and removal of debris from vacant lots. Mr. Citizen should see that these ordinances are enforced; he should report their violation to the City Manager.

Annually or semiannually the civic minded groups of the city should promote and initiate clean-up and paint-up campaigns from which much good will come.

Fernandina Beach is an area especially conducive to the culture of azaleas and camellias. Why not establish azaleas and camellia park, making it into another Bellingrath Garden? Flower gardens are magnets that draw people. People will travel miles to enjoy beautiful flowers and gardens. A large area just north of the Junior High School could be converted into an outstanding flower garden.

*"WHEN WE BUILD LET US THINK WE BUILD FOREVER, LET IT NOT  
BE FOR PRESENT DELIGHT NOR FOR PRESENT USE ALONE. LET IT  
BE SUCH WORK AS OUR DESCENDANTS WILL THANK US FOR, AND LET  
US THINK, AS WE LAY STONE ON STONE, THAT A TIME IS TO COME  
WHEN THESE STONES WILL BE HELD SACRED BECAUSE WE HAVE  
TOUGHENED THEM, AND, THAT MAN WILL SAY AS THEY LOOK UPON  
THE LABOR AND WROUGHT SUBSTANCE OF THEM: SEE, THIS OUR  
FATHERS DID FOR US."*

JOHN RUSKIN

